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DEPARTMENT OF CITY PLANNING

100 LARKIN STREET · SAN FRANCISCO, CALIFORNIA 94102

FINAL ENVIRONMENTAL IMPACT REPORT

AMENDMENT

Proposed

Stonestown Shopping Center

Renovation Project

San Francisco, California

EE77.324

Amendment to EE76.74

Public Comment Period: 26 January to 1 March 1979

Public Hearing: 1 March 1979

Certification Date: 5 April 1979

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PREFACE

On 14 October 1976, the San Francisco City Planning Commission adopted Resolution No. 7578, certifying the Final Environmental Impact Report for the Stonestown Shopping Center Renovation Project, designated EE76.74, as fulfilling the requirements of the California Environmental Quality Act. The project as described in EE76.74 included demolition of the old City of Paris building and construction of a three-story Bullock's department store with an adjacent five-level parking garage. The new store was to be connected with Stonestown Mall by an overpass crossing Winston Drive. The Mall itself was to be enclosed, and about 9,000 additional feet of retail space within the Mall would be created when storefronts were moved out towards the Mall.

Construction of the department store, garage and overpass was expected to take 15 months. No schedule for the enclosure of the Mall had been set at the time of certification.

Since October 1976, the Bullock's stores, parking garage and overpass across Winston Drive have been completed. The project sponsor's plans for enclosure of the Mall have been modified since that time, necessitating this Amendment to Environmental Impact Report EE76.74.

This Amendment follows the format of EE76.74; however, not all topics discussed in EE76.74 are discussed here. Only those subject areas which require substantial modifications or amplification in order to discuss potential impacts of proposed project changes have been included. For this reason, the Table of Contents and amended sections it reflects do not appear in consecutive order. The remainder of the information in EE76.74 is still germane to the modified project and is incorporated by reference into this report. A copy of EE76.74 appears at the end of this document.

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SUMMARY

Stoneson Development Corporation proposes to expand and enclose part of the Stonestown Shopping Center. The proposed project would increase Stonestown's retail sales area by 92,000 square feet, an increase of 10.6% over the existing 864,000 square feet. The resulting mall area would be two stories and would include the existing mall interior (41,000 sq. ft.), which would be remodeled.

A three-level parking structure is proposed for the present parking lot area, east of the Mall, to connect shopping and parking areas by two pedestrian bridges over Twentieth Avenue. The structure would increase parking spaces at the site by 440 over present capacity. A new access road, north of the parking structure, would intersect with Nineteenth Avenue.

The project would increase traffic and air pollution levels in the project vicinity. Proposed air conditioning of the Mall would increase energy consumption by an average 1610 kilowatt hours per day. The project incorporates several measures to reduce energy consumption, including an air economizer system, natural and fluorescent lighting, and automatic switching systems.

Total project cost would be about \$19.0 million, of which \$8.6 million would be for 43,000 work-days for project construction. After completion, the project would increase sales at the Stonestown Center by \$11.5-19.5 million annually, and employ an additional 185 persons. Tax revenue from the project would be \$493,000 per year, of which \$423,000 would

accrue to the City and County of San Francisco; the remainder would go to the Bay Area Rapid Transit District.

Alternatives evaluated include the no project alternative, enclosing the existing mall, providing a smaller or no parking garage, alternative locations for a parking garage, alternative locations for an additional access road and no additional access road.

I. PROJECT DESCRIPTION

A. LOCATION

The proposed project would be located in the Stonestown Shopping Center, in the Lakeside district of San Francisco (Figure 1). Stonestown Shopping Center is located along Nineteenth Avenue between Eucalyptus Drive and Buckingham Way. The expansion of the existing mall would take place between the Emporium on the north and the recently completed overpass connecting the new Bullock's department store with the Mall across Winston Drive (see Figure 2, page 3). The proposed parking garage would be located in the parking lot east of the Mall, between the Mall and the embankment formed by Nineteenth Avenue, and a new access road would connect Nineteenth Avenue to Twentieth Avenue just north of the parking garage. Figure 2 also shows the proposed location for a future fast food restaurant. The project is within Assessor's Blocks 7295 and 7296.

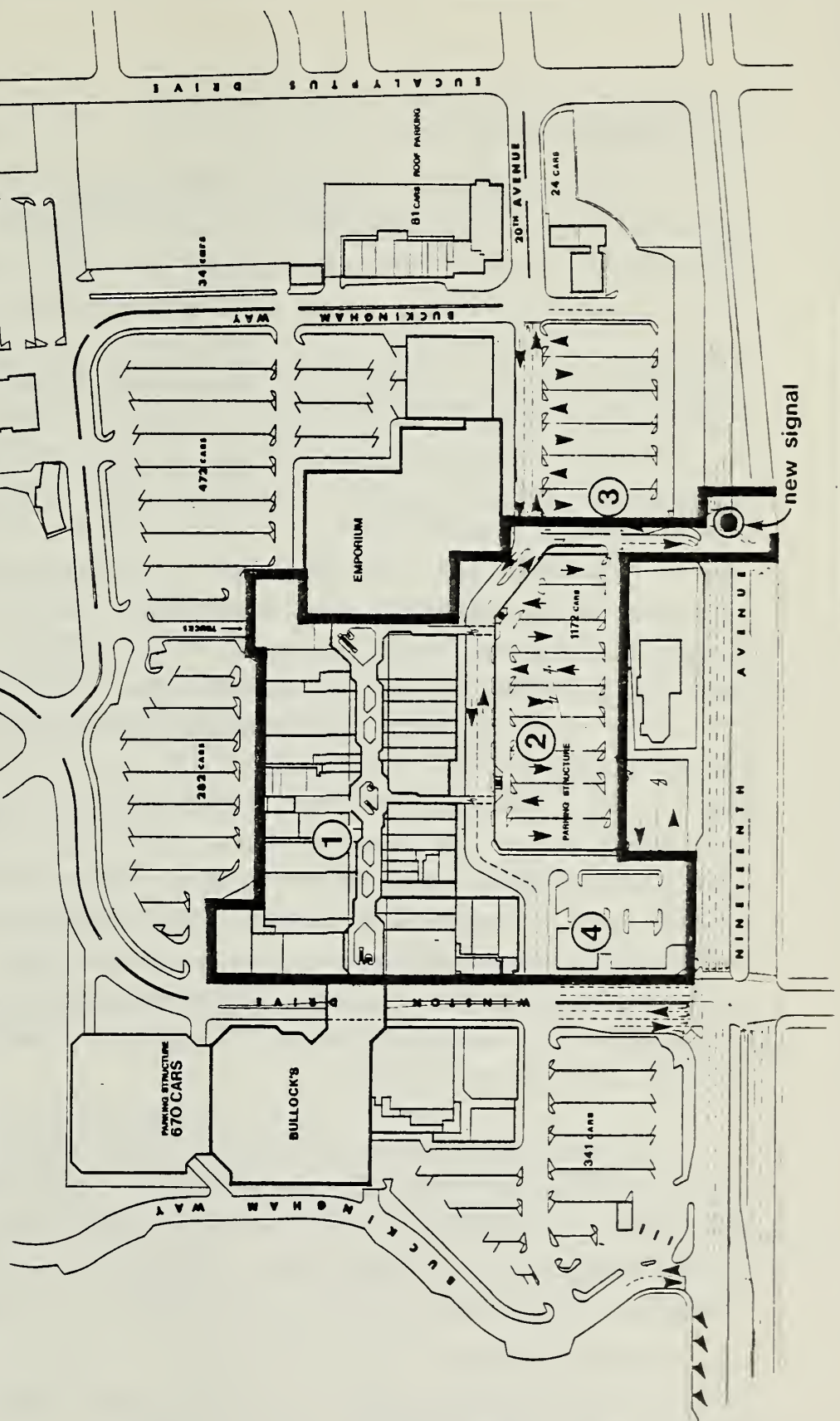
B. PROJECT HISTORY AND SCHEDULING

The Bullock's department store and associated parking garage described in EE76.74 were completed in November 1977. None of the other components of the project, as then proposed, have been constructed. The presently proposed project would replace the components of the previous project that were not built (9000 sq. ft. Mall expansion, Mall enclosure and air conditioning). A Conditional Use Permit Application, CU78.14, has been filed for this project with the Department of City Planning.

Renovation and expansion of the Mall is expected to take from six to eight months. Parking garage construction would take four to five months, while the roadway improvements would take from two to three months. All elements of the project, except the possible restaurant, would be constructed simultaneously so that total construction time would be from six to eight months, to proceed immediately after project approval.

SITE PLAN

- ① ENCLOSED MALL
- ② NEW PARKING GARAGE
- ③ NEW ACCESS ROAD
- ④ NEW RESTAURANT



Scale in Feet 0 40 80 120 200

FIGURE 2

C. PROJECT OBJECTIVES

The Stonestown Shopping Center opened in 1950 and was one of the first suburban-type regional shopping centers on the West Coast. Since the Center opened there have been changes and alterations, such as the construction of the new Joseph Magnin store and the closing of the City of Paris department store. A Bullock's Department Store of 164,000 square feet opened at the Center in November 1977 at the site of the City of Paris building, with a second story overpass connecting the new store to the Mall across Winston Drive.

The open Mall, Center layout and size, color scheme and exterior treatment of the Stonestown Shopping Center are typical of regional centers built in the 1950's. The Stonestown Shopping Center has 864,000 sq. ft. of retail area. Since 1960, the trend in regional shopping center design has been toward larger sizes, typically 750,000 to 1,500,000 square feet. Newer centers are built around two or three large "anchor" department stores and have enclosed air conditioned malls, with open store fronts. According to the applicant's economic consultant,¹ the all-year comfort, convenience, and variety of goods and services offered by these centers have frequently resulted in high sales volumes at these centers, at the expense of neighborhood and downtown retail centers, and older, smaller centers such as Stonestown.

The addition of a new Bullock's store to Stonestown has provided a second major "anchor" to the Center. Other stores have updated and modernized their interiors and to a lesser extent, their exteriors. According to the applicant's economic consultant, however, the Center is still outdated.

¹Bob Wetmore, Keyser Marston Associates, personal interview, 21 June 1978.

The Stonestown Shopping Center serves neighborhoods in western San Francisco. As a result of increasing competition from newer centers in San Mateo County, approximately \$40 to \$45 million in expenditures by trade-area residents are being lost to stores outside San Francisco, according to the applicant's economic consultant.¹

The objective of the proposed project is to capture sales which have been lost to centers outside San Francisco by continuing modernization of the Center, increasing customer convenience and offering a wider variety of sales and services. This would be accomplished by expanding the Center; providing protection to patrons from rain and the cool, windy weather typical of the site; providing improved security for customers and tenants; relieving congestion at the Winston Avenue and Nineteenth Avenue intersection (by providing a second access road); and providing additional parking.

D. GENERAL CHARACTERISTICS

The project would have three major components: the expansion and enclosure of the Mall, construction of a new parking garage, and construction of a new access road into the Center. Future construction of a new restaurant near the Winston Drive/Twentieth Avenue intersection is also contemplated.

Mall Expansion and Renovation

The expansion of the Mall would be accomplished by adding a partial second level of stores and roofing over the Mall. The expansion would add 92,000 square feet of retail area, or 10.6%, to the existing 864,000 sq. ft. (including Bullock's). Of the increase, 76,250 square feet would be new second-level retail space, 7,850 sq. ft. would be existing second-level

¹Bob Wetmore, Keyser Marston Associates, personal interview, 21 June 1978.

office space converted to retail uses, and 7,950 square feet would be created by moving out the fronts of lower level stores (Figures 3 and 4). This represents an increase of 81,000 square feet or about 7 times the increase of the proposed Mall expansion and enclosure described in EE76.74.

● The storefronts facing the mall are currently continuous. As shown by Figure 4, the proposed mall would have a varying width, accomplished by relocating some of the storefronts further towards the center of the mall, diminishing the area of the mall correspondingly.

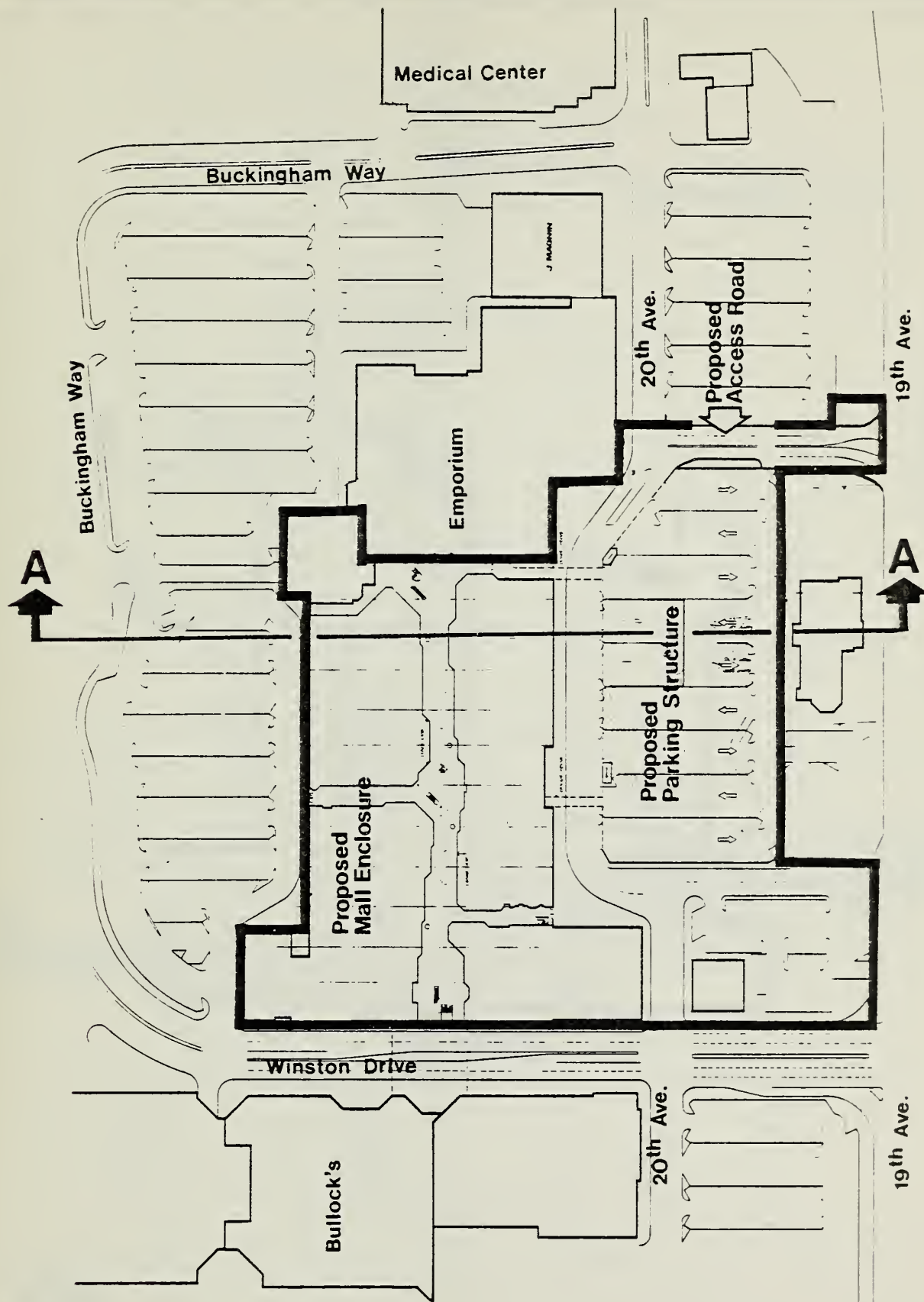
The Mall renovation would be accomplished by demolition of the existing concrete canopy and extension of existing concrete columns with steel to support the new roof. Steel beams would be put between the columns to support the new second-level floor. According to the project architect,¹ no new foundation work or columns would be needed, as the existing columns are adequate to support the second level.

The Mall would be roofed with a decorative ceiling with skylights. The ceiling would be supported by a steel-truss framework. The Mall would be ventilated with rooftop cooling and heating units.

The Mall would have six ground-level entrances and could also be reached through the ground-level stores, which all have front and back entrances. There would be four second-level access points, one with the existing pedestrian bridge over Winston Avenue, one with the second level of the Emporium, and two connecting with the parking garage directly by bridges over the privately owned extension of Twentieth Avenue (see Figure 5).

The Mall would contain three court areas, with escalators and stairs connecting the two levels. These courts would contain planters, seating areas and possibly decorative elements such as sculptures or fountains.

¹Tom Brown, project architect, telephone conversation, 29 September 1977.



LOWER LEVEL PLAN
(See Figure 5 for Section A)

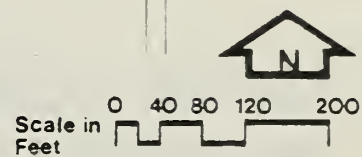
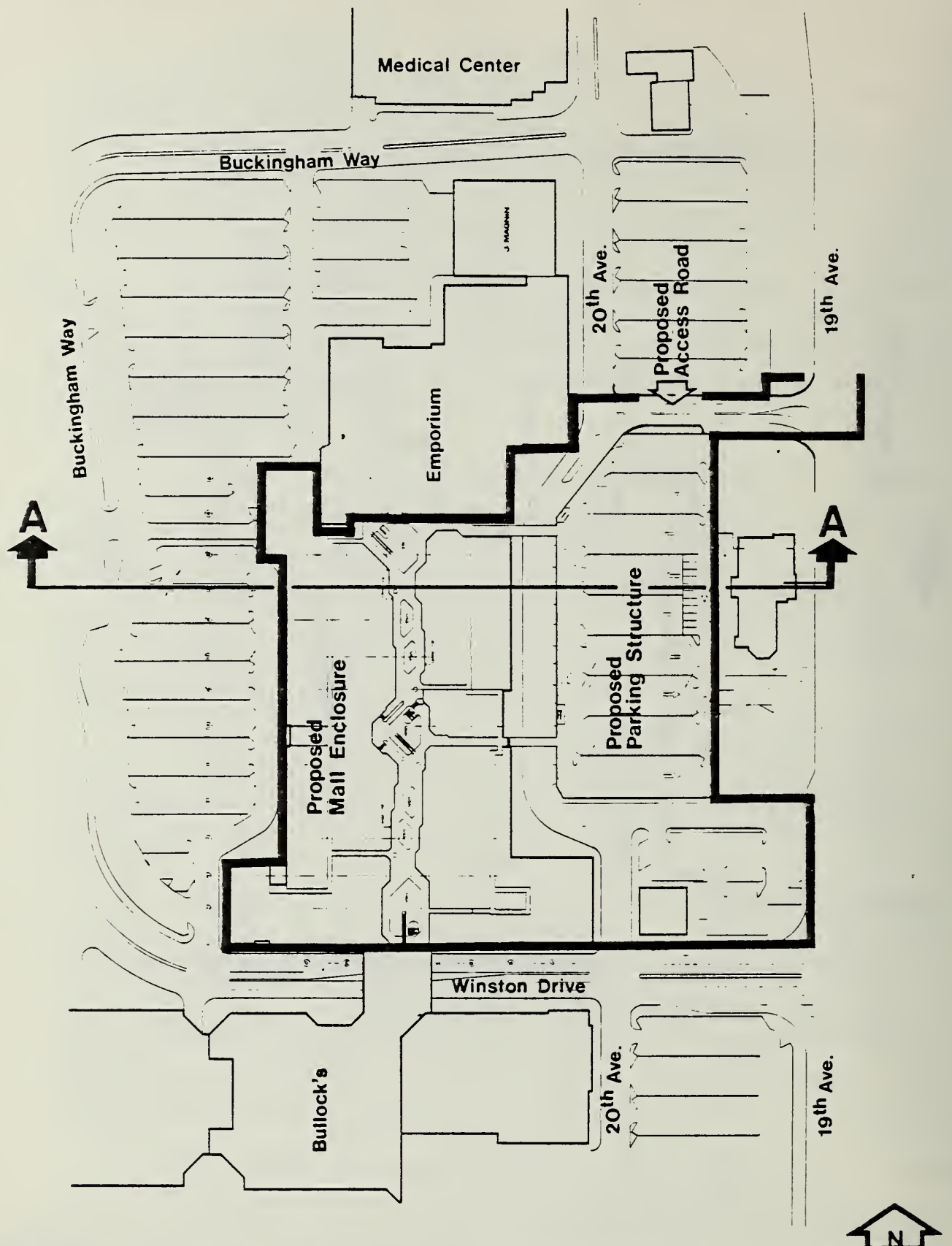


FIGURE 3

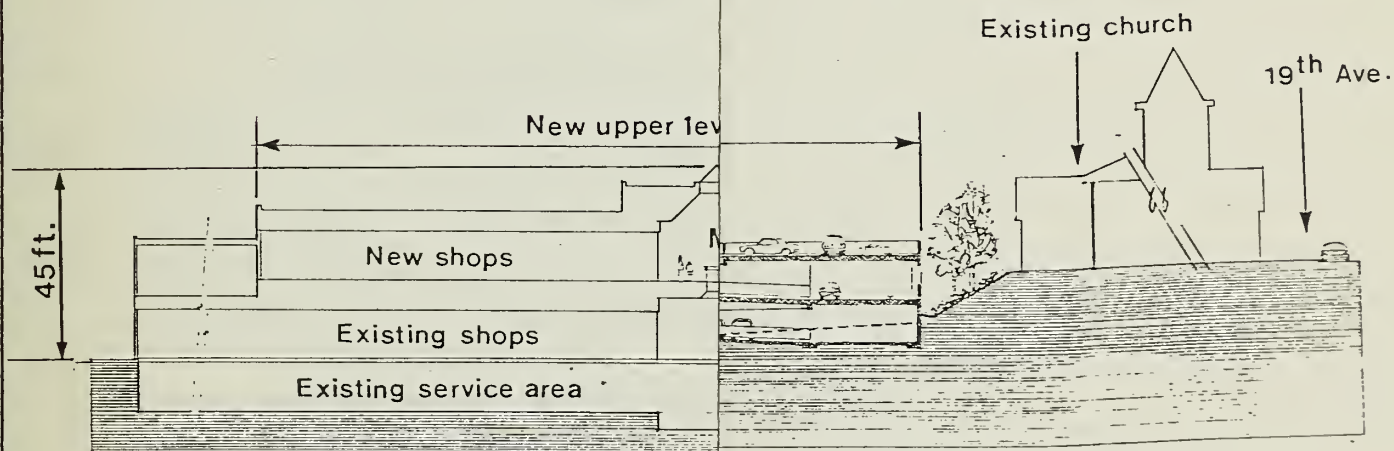


UPPER LEVEL PLAN
 (See Figure 5 for Section A)



Scale in Feet 0 40 80 120 200

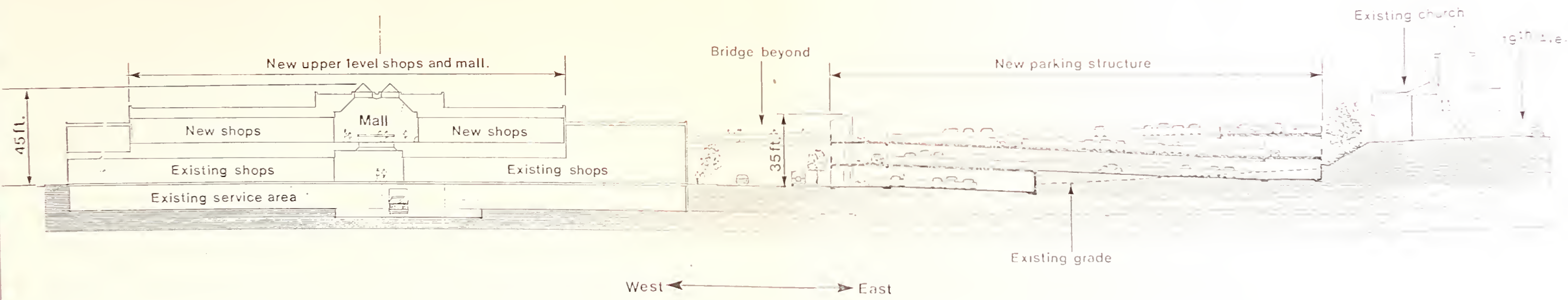
FIGURE 4



SECTION A: MALL
 (See Figures 3 and 4 for location)

Scale in Feet 0 20 40 80 120

FIGURE 5



SECTION A: MALL & GARAGE
 (See Figures 3 and 4 for location of Section A)



FIGURE 5

The interior of the Mall would be renovated. Store fronts would be open, with steel grates for security at night. Wall surfaces would be light tan in color. The existing floor would be replaced with a terrazzo or tile floor. (see Figure 6)

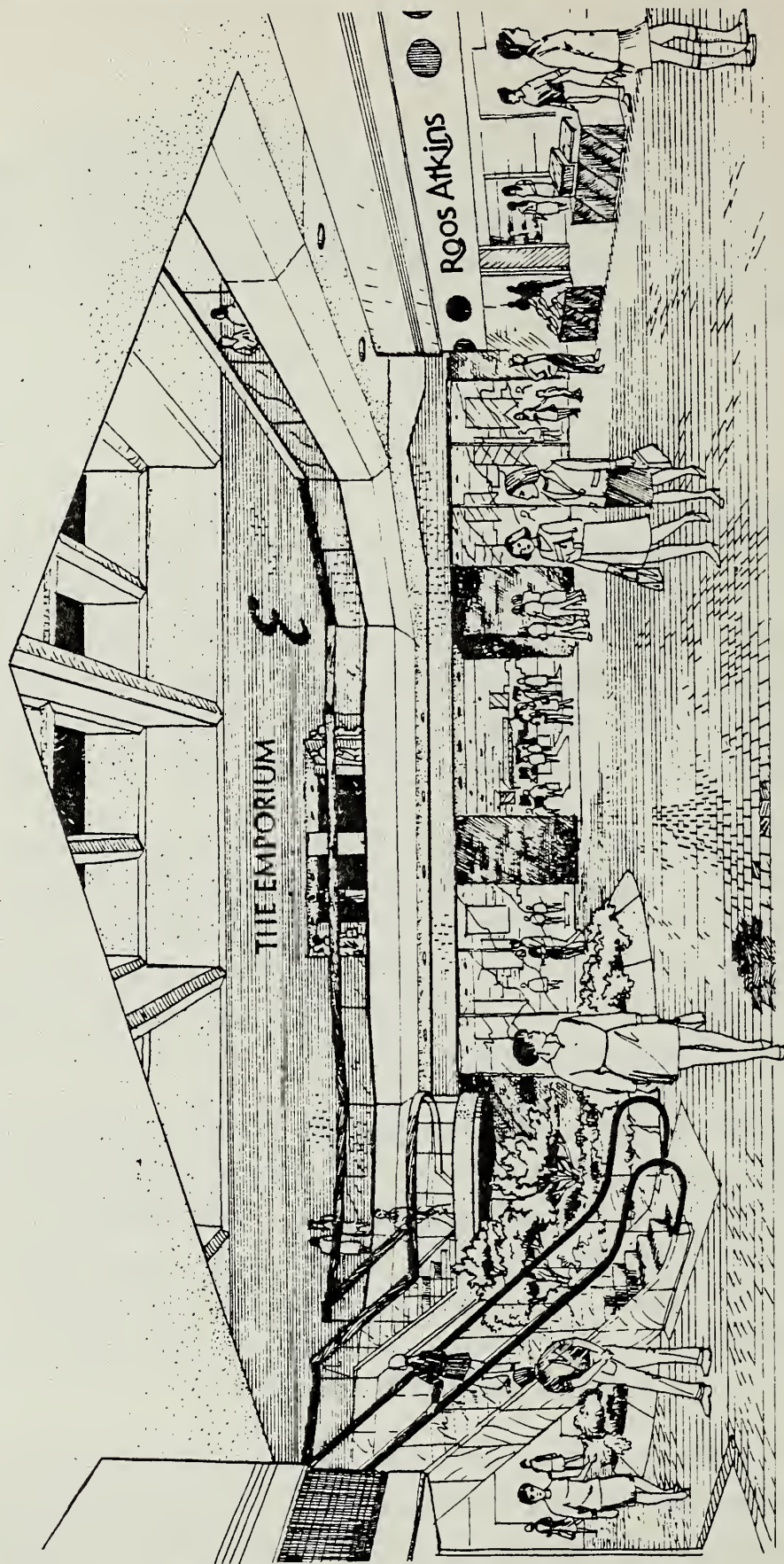
Parking Garage

A three-level parking structure (ground level plus two decks) is proposed for the existing parking lot east of the Mall. The structure would contain 316,000 square feet of space and would provide 857 spaces. As 417 are existing spaces which would be displaced by the new parking structure, access road and restaurant; the net increase in parking spaces would be 440.

The structure would be built of pre-stressed concrete, similar to the Bullock's garage. The building would have a textured concrete or ornamental concrete facade. The perimeter of the structure would be landscaped with trees and shrubs (see Figure 7, page 13). The interior and top level of the garage would have flourescent lights.

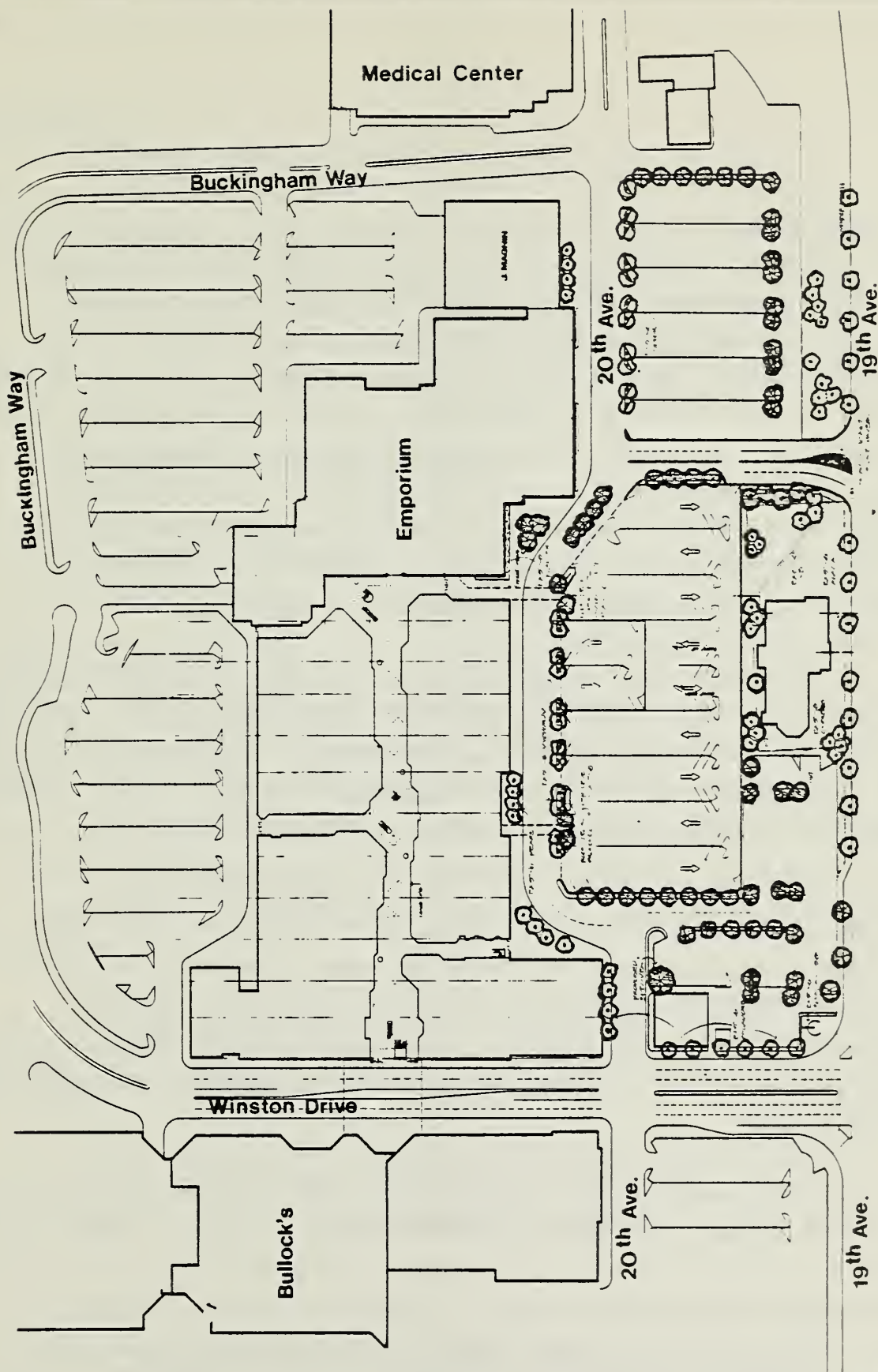
Autos would enter the ground level of the parking garage from Twentieth Avenue. The middle level would be reached from the parking area south of the garage on the east side of the structure and from the proposed new access road. Access to the top level would be provided by interior ramps. Two pedestrian bridges would connect the top level of the garage with the second level of the Mall.

The construction of the garage would involve excavation and earthmoving; use of imported fill is not anticipated, as excavated material could be used as fill for the proposed roadwork.



RENDERING OF MALL INTERIOR

FIGURE 6



LANDSCAPE PLAN

Existing Tree 
Proposed Tree 

Scale in Feet 

FIGURE 7

New Access Road

A second entrance/exit to the Center from Nineteenth Avenue is proposed. This 52-foot wide road would connect Nineteenth Avenue with Twentieth Avenue just north of the proposed parking garage (see Figure 2, page 3). At the intersection of this road and Nineteenth Avenue, a new signal would be installed controlling southbound traffic on Nineteenth Avenue and northbound left turning traffic. For northbound traffic, a left-turn queuing lane would be provided adjacent to the MUNI streetcar tracks. Cars using the new road to leave the Center would be limited to a right turn.

The road would provide two lanes for cars leaving the Center and turning right onto Nineteenth Avenue. One lane would be provided for autos entering the Center. A left-turn queuing lane would allow direct access for entering cars to the middle level of the parking garage from the proposed new road.

The signal at the new road's intersection with Nineteenth Avenue would operate as a two-phase signal¹ and would be interconnected to the Nineteenth Avenue/Eucalyptus Drive intersection signal to minimize delay of southbound traffic on Nineteenth Avenue. The signal system would include streetcar detection devices to give signal preemption capability to streetcars.

Street and signal improvements would cost about \$150,000, and would be the financial responsibility of the project sponsor.

¹A two-phase signal simply alternates red and green in two directions, with no left turn or other signals.

Restaurant

A free-standing, fast food restaurant is being considered for the northeast corner of Winston Drive and Twentieth Avenue. The restaurant would contain about 5,000 square feet of space. Neither plans nor schedule and design information are available for this proposed restaurant, but costs are estimated at \$250,000. A separate environmental analysis of the restaurant would be required prior to approval.

E. PUBLIC AGENCY APPROVALS REQUIRED

The Stonestown Shopping Center was originally developed under City Planning Commission Resolution 3721, adopted 16 March 1950. The stipulations of this resolution have been modified several times. On 14 October 1976, the Commission approved two applications for Conditional Uses, adopting Resolutions 7579 and 7580, allowing the construction of the Bullock's department store and the bridge structure over Winston Drive. On the same date the Commission reviewed Master Plan Referral R76.22, authorizing the Director of Planning to report that a revocable encroachment permit for use of City air rights for the bridge structure would conform to the City Master Plan.

The San Francisco Board of Supervisors adopted Resolution 852-76 on 3 November 1976, approving the encroachment permit.

The proposed new construction would require approval of a new Conditional Use Permit before the project could be implemented. During processing of the project permits, the proposed design--specifically that for the new access road and intersection--would be reviewed by the San Francisco Department of Public Works and Muni Railway and would be subject to the approval of the California Department of Transportation.

II. LOCAL AND REGIONAL ENVIRONMENTAL SETTING

B. CLIMATE AND AIR QUALITY

2. Air Quality

Air quality is monitored in San Francisco at the Bay Area Air Quality Management District offices at 939 Ellis Street, located about 4.7 miles northeast of the project site. Air quality data for 1977 is shown below, in terms of the number of days that measured levels exceeded either the state or federal ambient air quality standards. This data updates information in EE76.74, page 15.

Table 1
NUMBER OF DAYS THAT AIR QUALITY
STANDARDS WERE EXCEEDED IN 1977
IN SAN FRANCISCO¹

<u>Pollutant</u>	<u>Standard</u>	<u>Number of Days</u>
Oxidant	Federal 1-hour	0
Carbon monoxide	Federal 8-hour	0
Nitrogen dioxide	State 1-hour	0
Sulfur dioxide	State 24-hour	0
Suspended particulates	State 24-hour	1

¹California Air Resources Board, California Air Quality Data, Annual Summary 1977, vol. IX.

C. TRANSPORTATION

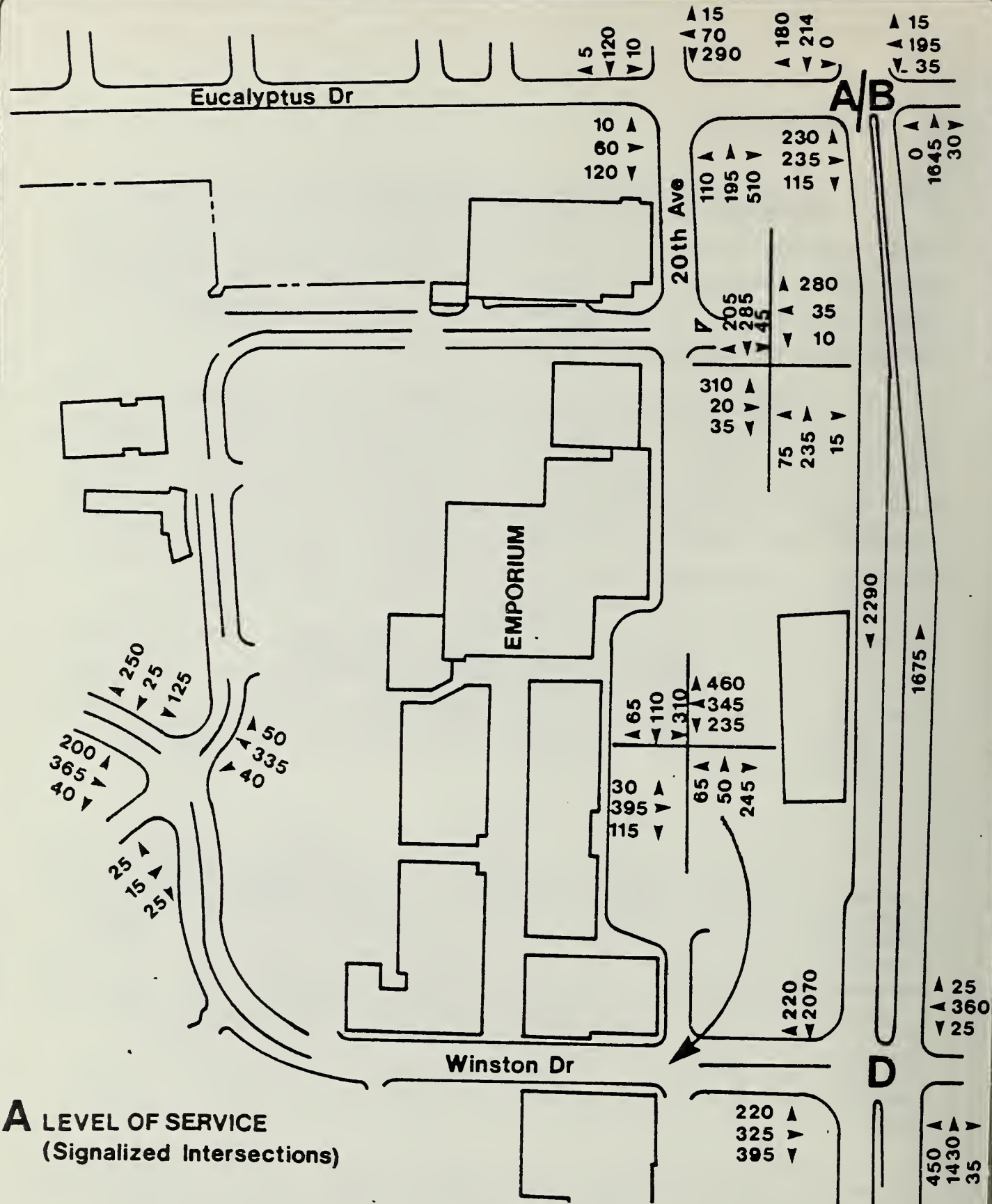
Traffic

The major streets carrying traffic to and from Stonestown Shopping Center are Nineteenth Avenue, Winston Drive, and to a lesser extent, Eucalyptus Drive and Lake Merced Boulevard which intersects Winston Drive to the west of the Center. These streets are shown in Figure 2, page 3.

Traffic counts were taken in May 1977 at Stonestown Center (see Figure 8) to update information in EE76.74 (page 124). Both a weekday and a weekend count were taken. As these counts were taken on the Friday and Saturday before Mother's Day, they represent the Design Day¹ (the 30th highest day of the year). Traffic on Nineteenth Avenue has increased less than 4% since 1976 except for the left-turn movement from Nineteenth Avenue (northbound) to Winston Drive (westbound). This difference is not statistically significant. This movement increased from 360 to 450 vehicles in the peak-hour, an increase of about 20%, which represents a change in the level of Service from C to D.²

¹The Design Day represents that level of traffic activity typically used for design purposes. Only 30 days per year would experience traffic demands higher than that of the Design Day. These 30 days are likely to occur in the period between Thanksgiving and Christmas. The 30th highest day of the year represents conditions that could occur on special sales days such as periods immediately preceeding Easter, Mother's Day, back-to-school sales, etc. Over 300 days per year would experience less traffic than the Design Day but it is believed that planning must be done on a basis of Design Day traffic. This assures that the shopping center access and circulation system would be able to accommodate both existing and future traffic.

²Level of Service is a quantitative measure of a number of factors, including speed and travel time, traffic interruption, freedom to maneuver, safety, driving comfort, and convenience and operating cost. Levels range from A, denoting free flow with low volumes and high speed, to F, with jammed conditions and long delays (see Table 4, page 34).



The 4:30 to 5:30 period on a weekday afternoon is still the most heavily traveled period for Nineteenth Avenue traffic (see EE76.74, page 130); this period has been selected for analysis. Estimates of additional traffic from the new Bullock's store were included. No new traffic counts have been made to verify these estimates as Bullock's has been open about 15 months (since November 1977) and therefore has not fully developed its patronage. According to the project sponsor's retail leasing consultant, it generally takes from two to three years for a retail facility to fully develop its market.¹ That Bullock's had not developed its patronage by the 1977 holiday season was verified by counts in Bullock's new garage by Barton-Aschman Associates on 25 November 1977. The garage was used at 50 percent of capacity. On 23 December 1978 the Bullock's garage was observed to be at 76 percent of capacity.² Once full patronage has developed, the garage would be expected to be at 85 to 95 percent of capacity during the holiday season.

- Nearby intersections continue to operate at a Level of Service A to B/C (see p. 152 of EE76.74 and Table 4, page 34) except the Nineteenth Avenue/Winston Drive intersection,
- which presently operates at Level of Service D. Sunday afternoon performances at Stern Grove have caused congestion north of the site during the summer months.

Parking Supply

Currently there are 2,635 off-street prime customer parking spaces³ provided for customers at Stonestown Shopping Center. This includes a net increase of 330 spaces provided

¹This has been the experience of the project sponsor's retail leasing consultant and economic advisors and is a generally used criteria in the shopping center industry.

²Art Schumacher, Stoneson Development Corporation, telephone conversation, 27 December 1978.

- ³Prime customer spaces are protected off-street spaces within 200-250 feet of the stores.

by Bullock's garage. An additional 546 parking spaces are provided for employees and customers west of Buckingham Way in the northeast section of the development. There are approximately 120 curb parking spaces along Winston Drive and Buckingham Way that can be used by either employees or customers. In the spring of 1978 there were 41 additional curb spaces along Winston Drive. These were removed to provide enough street width for left-turn lanes into the Bullock's garage, the parking lot opposite the garage and four through lanes. The off-street parking, the west parking lot and the on-street parking provide 3,301 parking spaces available to employees and customers of the Center.

This parking supply of 3,301 spaces is adequate to meet peak parking demand. Based on observations taken by Barton Aschman Associates between 1973 and 1976 prior to the opening of Bullock's, Stonestown was observed to have a peak parking demand of 90 percent of capacity on the Saturday after Thanksgiving. The Saturday after Thanksgiving is one of the 30 highest retail sales days during the year. The net increase of 330 spaces provided by Bullock's was intended to meet peak day demands generated by the new department store. The total number of existing spaces meets the existing minimum requirement of two square feet of open space to one square foot of floor space.

Since Bullock's opened in October, 1977, two additional parking counts were taken at Stonestown. On 25 November 1977, the Friday after Thanksgiving, a count was taken using an aerial photograph. The occupancy was found to be approximately 80%. In 1978 a similar count was taken, on 23 December, the Saturday before Christmas. Occupancy was approximately 93 percent. Both of these occupancy levels reflect the parking demand in all of the parking areas at the shopping center. The observed occupancy rates for the prime parking areas were 85 and 99%, respectively.

For both surveys, large numbers of illegally parked vehicles were observed along the curbs and at the ends of the aisles. In 1977 approximately 50 vehicles were illegally parked and in 1978 approximately 70 vehicles were illegally parked. Twice this number of vehicles were observed driving in the aisles apparently searching for parking spaces. Illegally parked vehicles and vehicles searching for parking were observed in the main parking areas while the west parking lots had 226 and 165 empty spaces, respectively. Signs had been posted to direct patrons to this unoccupied lot.

Parking demand over the entire year varies but occupancy can be expected to be 85% or greater for 30 to 40 days during the year. A parking occupancy of 80-85% is considered to be fully utilized in a short-term parking area.¹ It is uncommon for a shopping center (or other short-term) parking lot to experience occupancies of greater than 95 percent.

Service Vehicles

Stonestown's truck-loading activity takes place below the shopping center mall, with the exception of Bullock's, which uses a truck dock along Buckingham Way and J. Magnin's, which has a separate dock served from the west parking lot. Based on Bay Area averages,² it is estimated that there are approximately 240 daily truck trips or 120 trucks visiting the Center per day. There are two entrance/exits to the tunnel--one on Buckingham Way on the west side of the Center and one on Buckingham Way on the south side of the Center.

¹Traffic Engineering--Theory and Practice, Louis J. Pignatero, Prentiss-Hall, 1973, p. 268.

²Tenth Progress Report on Trip Ends Generation, Caltrans, District 4, July 1975.

Recent Improvements

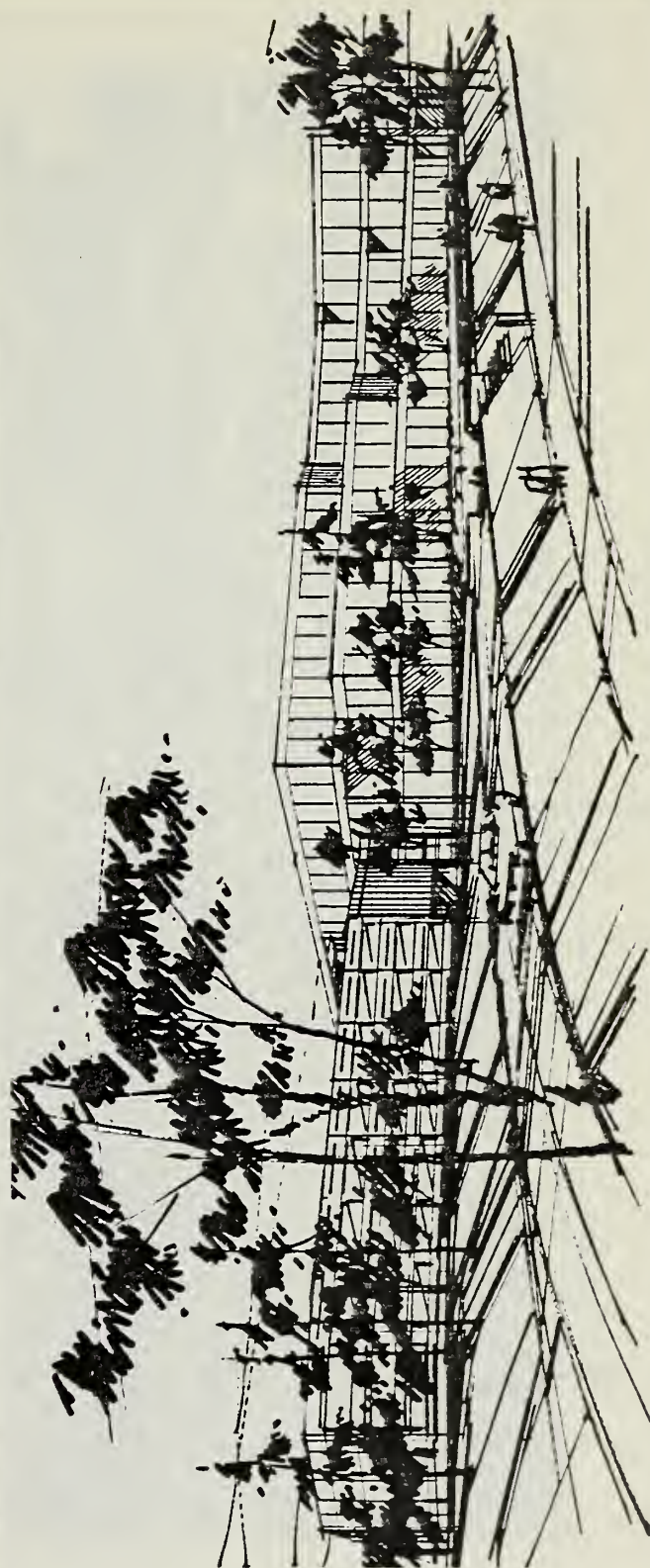
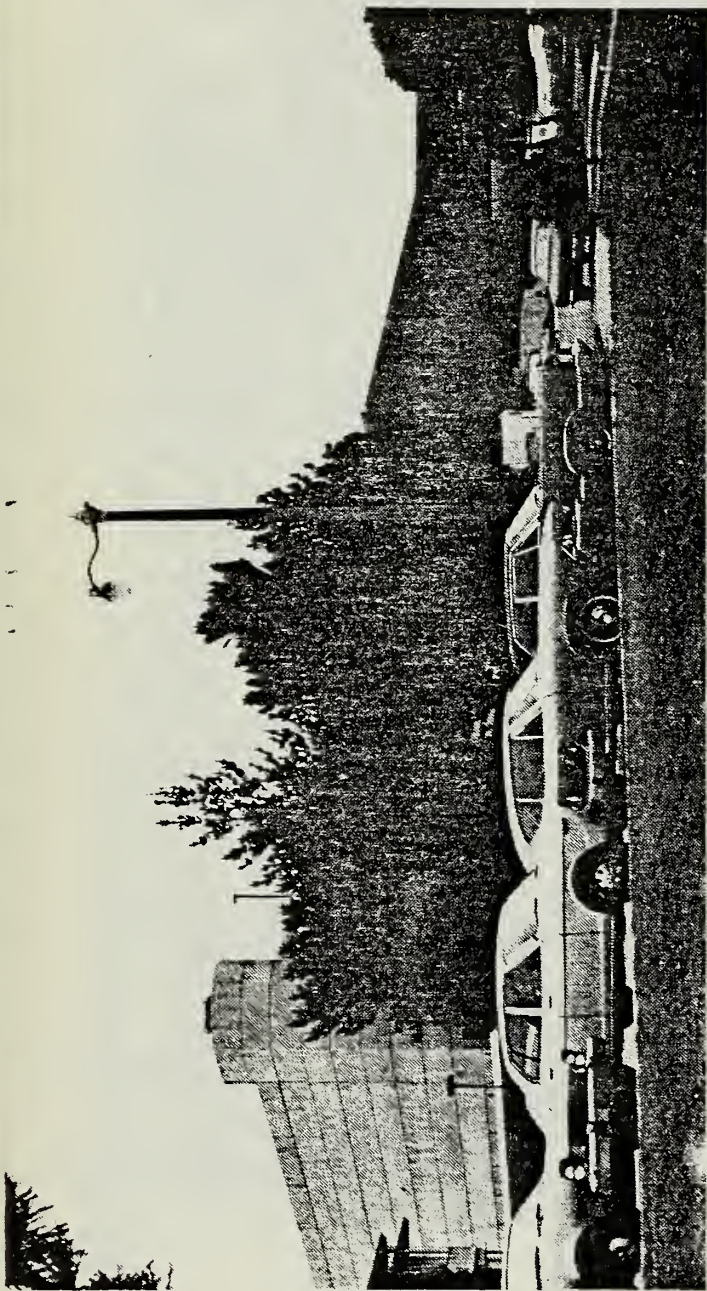
In mid-1977, the intersections of Twentieth Avenue and Winston Drive and Twentieth Avenue and Buckingham Way became four-way stops; previously these intersections were controlled by two-way stops, vehicles approaching either intersection on Twentieth Avenue were controlled by the stop signs. According to Barton-Aschman Associates' observations,¹ the four-way stop signs have improved the overall operation of these two intersections.

F. AESTHETICS

The visual character of the Center has been modified by the construction of the Bullock's store, parking garage, and bridge over Winston Drive. Figure 9 shows a photograph and a rendering of the Bullock's store and parking garage taken from approximately the same vantage point on Buckingham Way. The rendering is taken from the Final EIR for the Stonestown Shopping Center Renovation Project (EE76.74, Figure 14, page 50). Comparison of these two figures shows that the height and scale of the actual building is greater than that in the rendering. Automobiles are absent in the rendering. The extent of screening by vegetation is greater than depicted in the rendering.

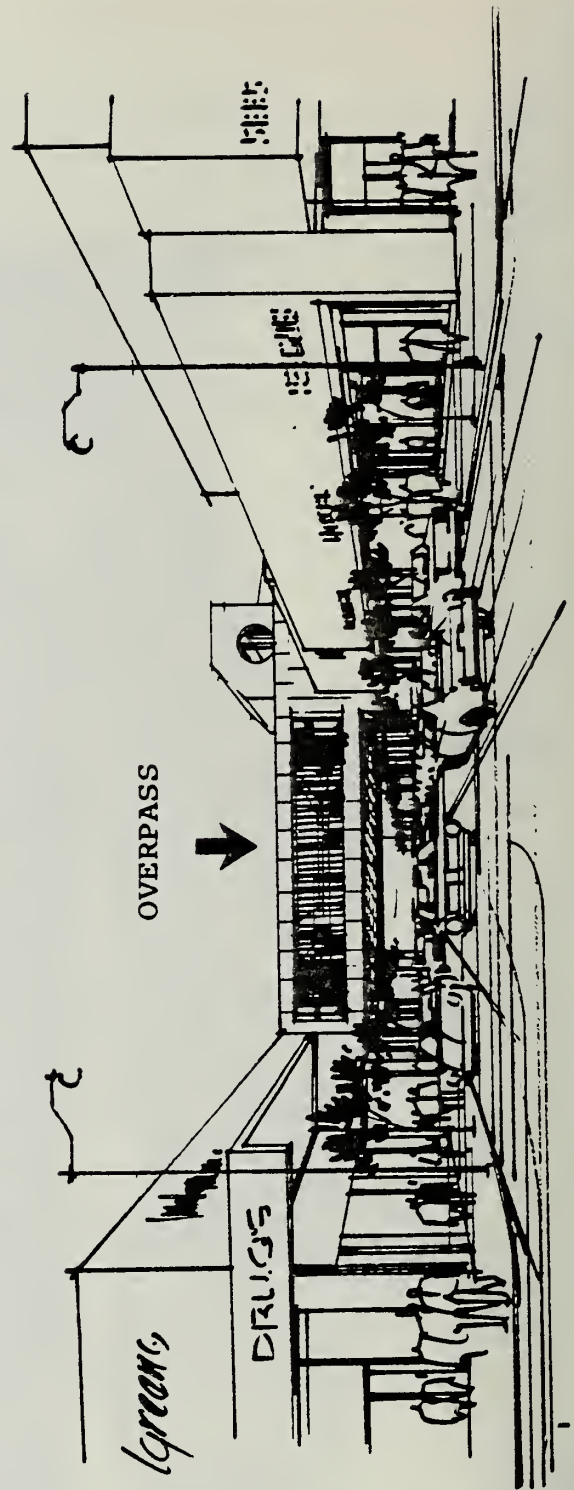
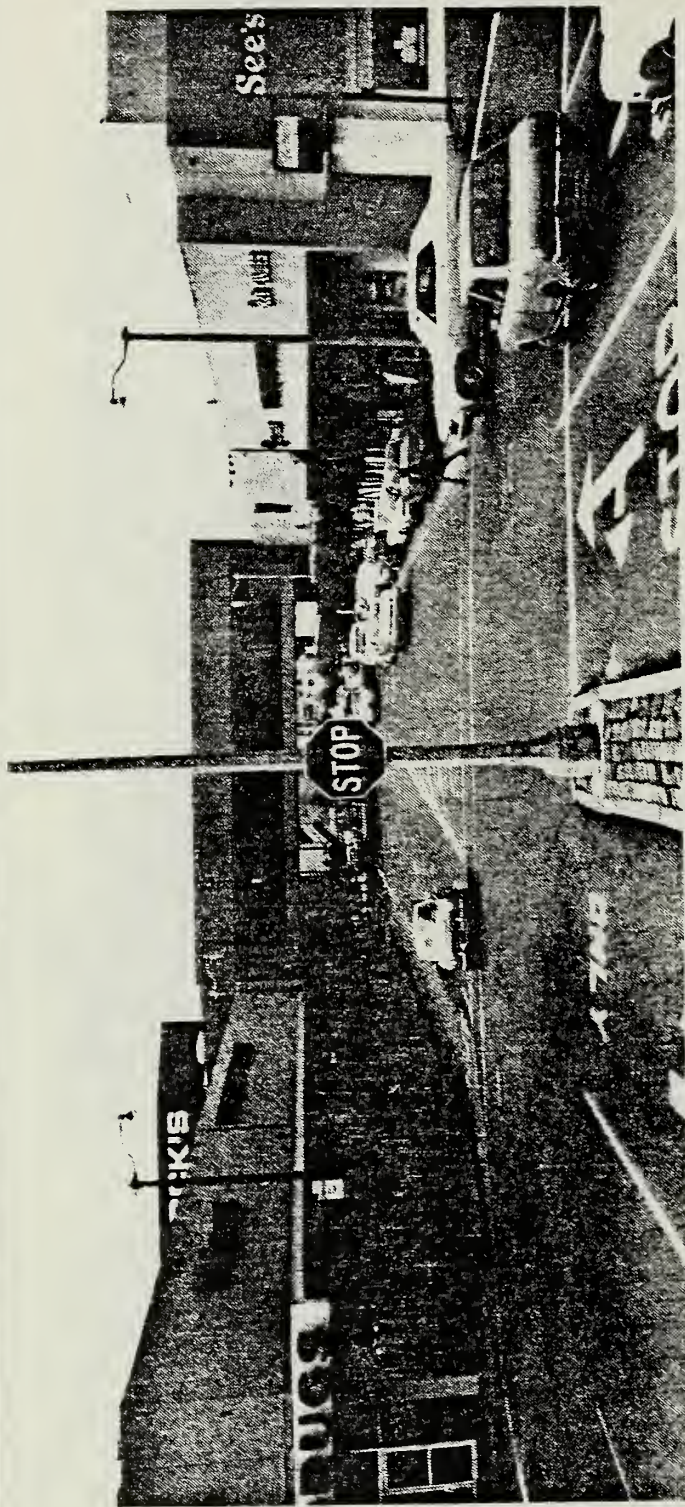
Figures 10 and 11 allow comparison of renderings and photographs of similar views of the bridge over Winston Avenue. The stop sign shown in Figure 11 was installed by the developer during construction of the Bullock's store.

¹Observations made on 1 November 1977, 8 February 1977 and 21 September 1978 by Patrick Gibson and/or Jean Follette, Barton Aschman Associates.



**LOOKING NORTH FROM BUCKINGHAM
WAY – PHOTO & RENDERING**

FIGURE 9



LOOKING WEST FROM WINSTON
DRIVE

FIGURE 10

LOOKING EAST FROM WINSTON DRIVE

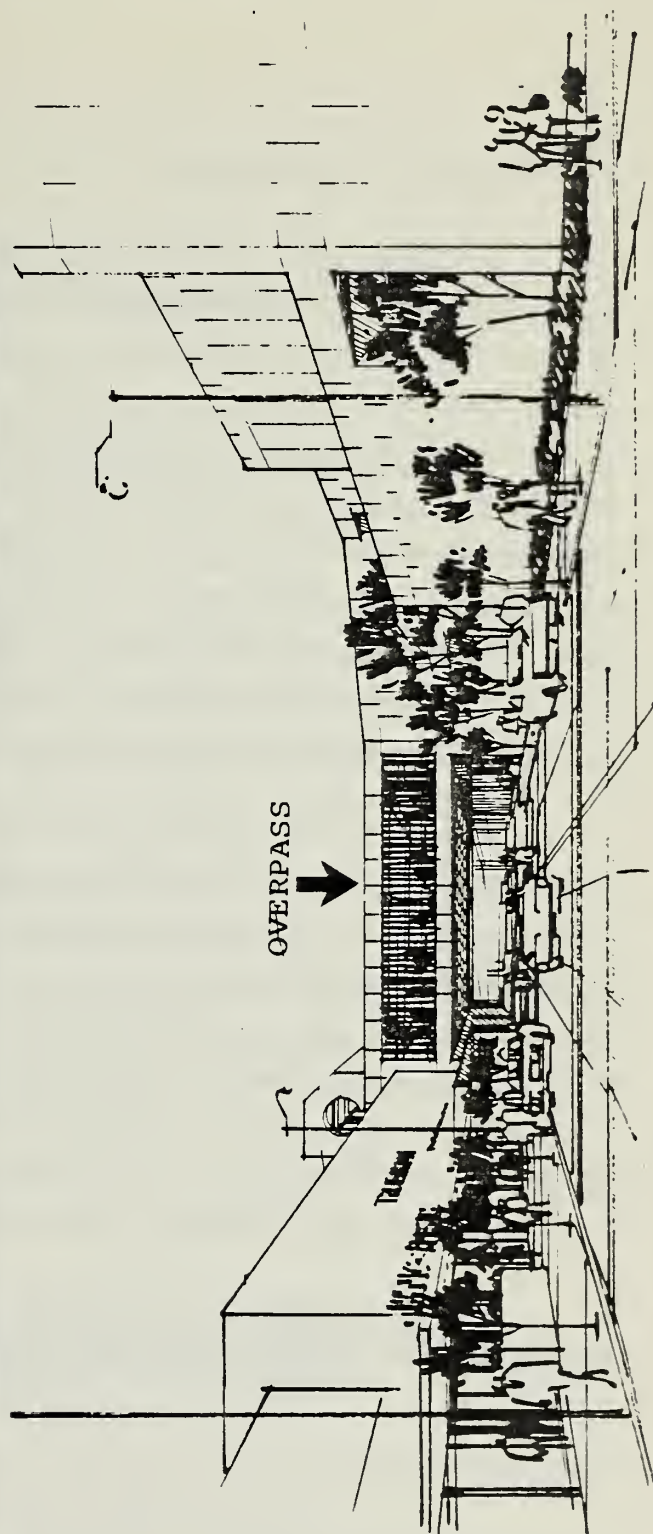
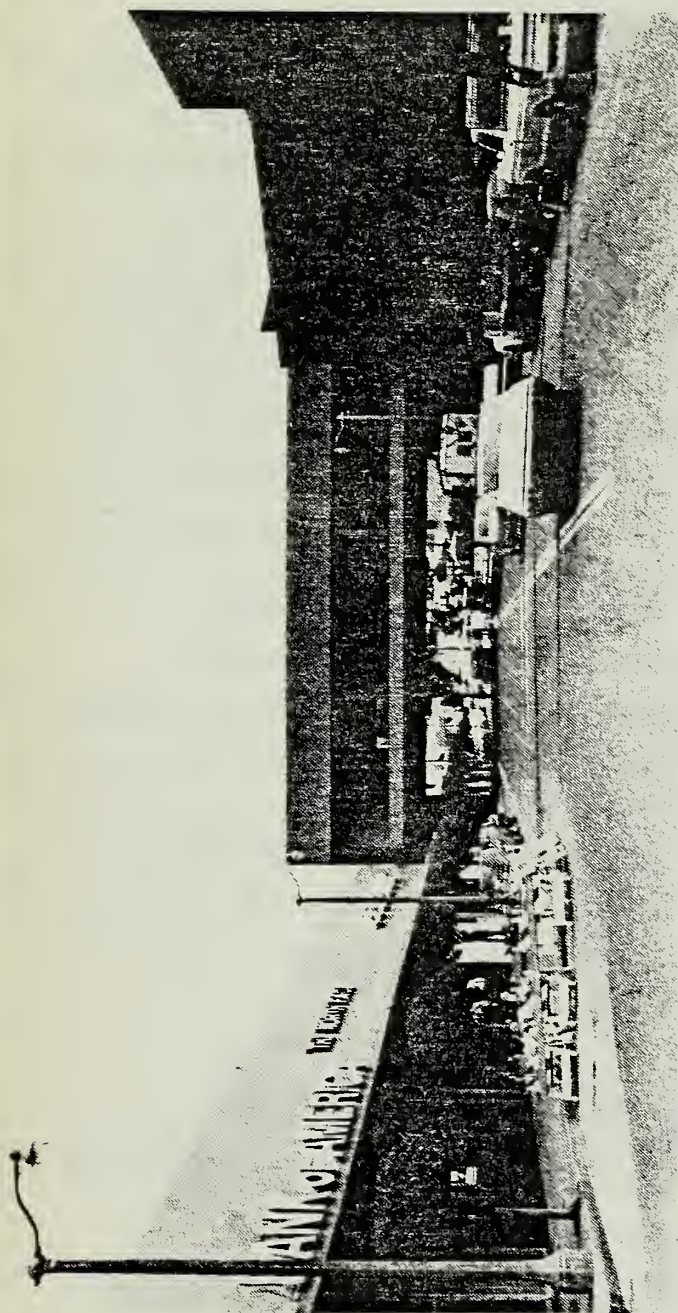


FIGURE 11

K. ECONOMIC ENVIRONMENT

Since 1967, major retail center sales at Stonestown have declined, as measured in constant 1976 dollars.¹ According to the applicant's economic consultant, incipient causes of sales decline were the opening of Serramonte and Tanforan, San Mateo County centers whose expansion could cut further into Stonestown sales. According to a recent market study by Keyser Marston Associates, Inc., prepared for the applicant, 3 to 5% of Stonestown sales are to residents of Marin County; development of one or more new major regional centers in Marin County, now in the planning stage, could reduce Stonestown's share of sales originating in Marin County.

Since the publication of EE76.74, the Stonestown Center has increased its retail area by 172,000 square feet with the construction of the Bullock's department store. This addition is expected to have yearly sales of \$18 million, generating sales tax receipts of \$1,170,000 annually. Information on actual sales and tax revenues is not available.²

¹Current dollars adjusted for inflation.

²Art Schumacher, Stoneson Development Corporation, telephone conversation, 14 December 1978.

III. DIRECT AND INDIRECT ENVIRONMENTAL IMPACTS

B. AIR QUALITY AND CLIMATE

Because of the additional traffic that would be generated by the project, the potential for additional traffic on Nineteenth Avenue due to the possible closing¹ of the upper Great Highway and a recent revision of expected future emission rates from automobiles, air quality in the vicinity of the project has been reevaluated. The intersection of Winston Drive and Nineteenth Avenue was selected for analysis because it contains the highest traffic levels near the project.

On the local scale, carbon monoxide (CO) is the most important air pollutant generated by automobiles. Carbon monoxide levels at the intersection have been calculated for 1978 under worst-case² meteorological conditions. The methodology used was developed by the Bay Area Air Quality Management District,³ with emission factors modified to account for recent revisions to future emission estimates.⁴ Calculations

¹The construction of the Westside Transport and Storage Facility, part of the San Francisco Wastewater Master Plan, may temporarily close the upper Great Highway. (see FEIR EE75.304 Westside Transport and Storage Project).

²A 1 meter per second wind blowing at a 22-1/2° angle to the roadway under stable atmospheric conditions.

³Bay Area Air Pollution Control District, Guidelines for Air Quality Impact Analysis of Projects, 1 June 1975.

⁴Association of Bay Area Governments, Modifications to Baseline Emissions Inventory due to EPA's Supplement 8, memo to AQMP Joint Technical Staff dated 18 July 1977.

were carried out for the one- and eight-hour peak traffic periods, corresponding to the averaging periods for the federal CO standards. The two roadways were modeled as line sources,¹ and concentrations from the two roads summed.² Average vehicle speeds were assumed to be 10 mph during the peak 1-hour traffic period, and 15 mph during the peak 8-hour traffic period. Traffic volumes used were those generated in the analysis of traffic impacts. The results of the analysis are shown below in Table 2.

Table 2
CARBON MONOXIDE CONCENTRATION AT THE
WINSTON DRIVE/NINETEENTH AVENUE INTERSECTION,
IN PARTS PER MILLION

	<u>Federal Standard</u>	<u>No Project</u>	<u>With Project</u>	<u>With Project, Great Highway Closed</u>
1-hour average	35	22.8	23.2	25.3
8-hour average	9	7.1	7.2	7.8

The curbside CO levels pedestrians might be exposed to are represented by the concentrations shown above. As these are worst-case values, it appears that the air quality standards would not be exceeded. Concentrations elsewhere in and near Stonestown would be lower.

The regional impact of the proposed project would be related to the Vehicle Miles Traveled (VMT) generated by the project. If the average one-way trip length is assumed to be

¹Roadways are considered to be infinitely long linear sources, as opposed to stacks and vents which are point sources for pollutants.

²Worst-case wind conditions (a wind blowing at an angle of 22-1/2 degrees to the roadway) cannot occur simultaneously for both roads. The method is therefore conservative, in that it tends to over-predict concentrations. This over-prediction, however, can be considered to account for background sources such as other roads and the Center's parking areas.

five miles, the 3,185¹ new trips resulting from the project would increase regional VMT by 16,000 over its current level of 76 million,² or 0.02 percent. Total VMT increase for the Bullock's Department Store and Mall expansion described in EE76.74 was estimated at 20,000, of which 5% was attributable to the Mall enclosure (See p.40, EE76.74). However, an unknown portion of these trips otherwise would have been made to more distant centers, reducing the VMT figure.

C. TRANSPORTATION

Traffic

In addition to examining the impacts of traffic generated by the new Mall renovation on adjacent streets, the potential impacts of the West Side Transport/Storage Project must be taken into account. This sewer project could divert traffic from the upper Great Highway and some traffic may choose to use Nineteenth Avenue during construction.³ Construction of the sewer is presently scheduled to begin in the first or second quarter of 1980 with 2-1/2 to 3 years to completion; there would, therefore, be an overlap with the opening of the new Mall. This overlap could be as much as one year, depending upon scheduling. Once construction of the sewer is completed, City policy is to reopen the upper Great Highway with two lanes in each direction.⁴

¹The derivation of total trips is explained on page 34.

²Bay Area Air Pollution Control District, Air Pollution with the San Francisco Bay Area, 10th edition, March 1976.

³City and County of San Francisco, Final EIR, West Side Transport/Storage Project, EE75.304, July 1977.

⁴Board of Supervisors Resolution 984-77, adopted 5 December 1977.

There are four proposed alternatives for handling existing traffic on the Upper Great Highway during construction of the sewer.¹ While no alternative has been selected, only one--the closure to traffic in both directions--would increase traffic on Nineteenth Avenue in both directions. The increase in traffic is expected to be 10% northbound and 14% southbound during the peak hour.

Levels of Service² calculations have been carried out under a number of alternate situations for the major intersections near the project site:

1. Existing traffic,
2. Existing traffic plus traffic diverted from the upper Great Highway, without the project,
3. Existing traffic plus traffic diverted from the upper Great Highway, with the project, and
4. Existing traffic, plus project-generated traffic.

It was assumed that the counts taken by Barton-Aschman in 1977 represent 1978-79 traffic levels. Case 3 above would occur if the project were completed while the upper Great Highway was closed, while Case 4 is the probable condition after completion of the sewer project.

The effect of the proposed new access road to the Center was examined by carrying out calculations with and without the new access for the four cases above. The results of these calculations are shown in Table 3, page 33. The estimated peak hour traffic levels are shown in Figures 12 and 13.

¹City and County of San Francisco, Final EIR, West Side Transport/Storage Project, EE75.304, July 1977.

²See Table 4, page 33 for definition of Levels of Service.

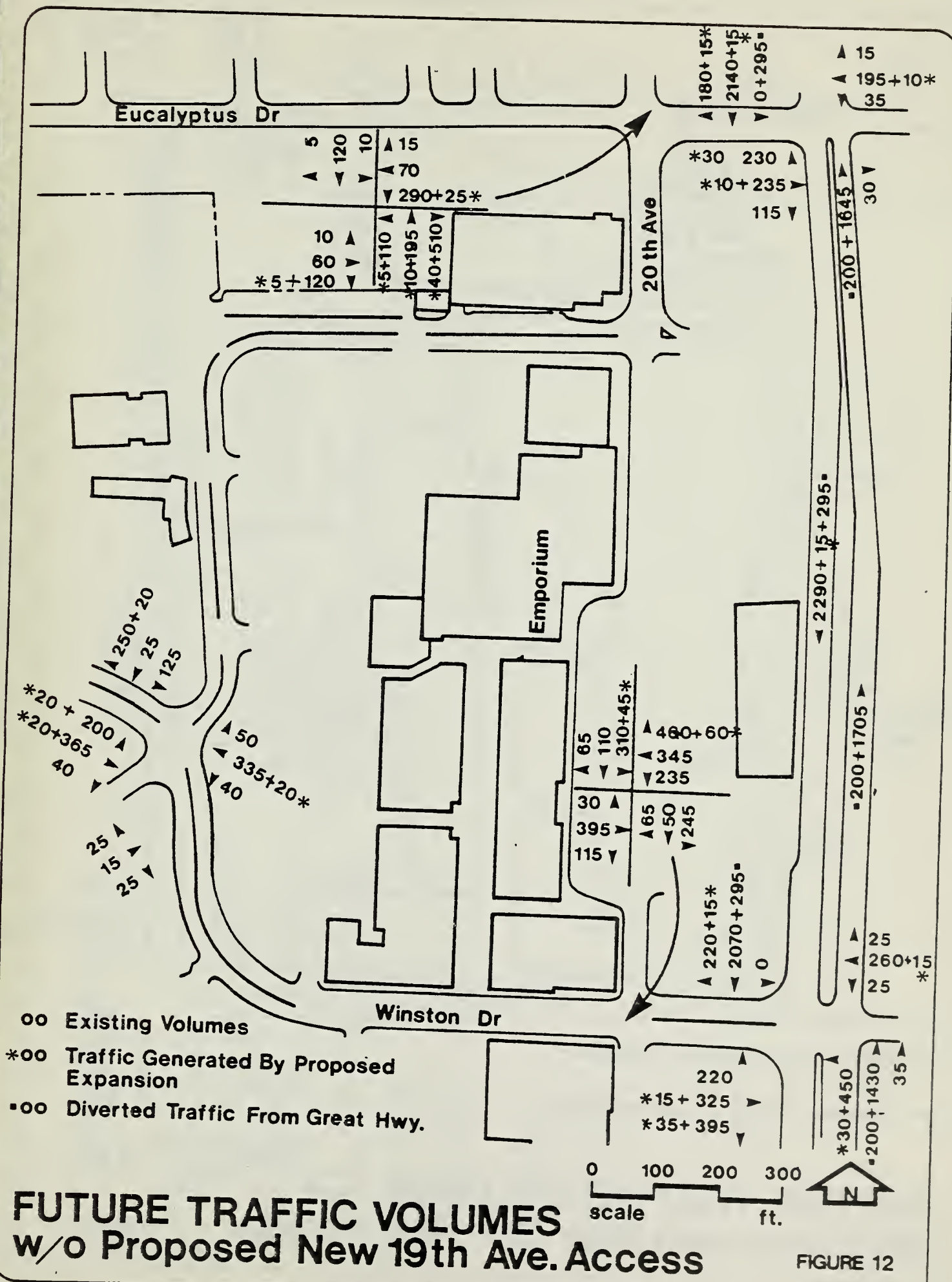


Table 3

AFTERNOON PEAK HOUR TRAFFIC LEVELS OF SERVICE¹
ASSUMED ROAD CONDITIONS²

Intersection	Existing		Existing with Great Highway Closed		Existing with Great Highway Closed and Project		Existing with Project	
	WITHOUT NEW ACCESS	WITH NEW ACCESS	WITHOUT NEW ACCESS	WITH NEW ACCESS	WITHOUT NEW ACCESS	WITH NEW ACCESS	WITHOUT NEW ACCESS	WITH NEW ACCESS
Winston Drive/ Nineteenth Ave.	D	C/D	E	D	E	D	D	C/D
Eucalyptus/ Nineteenth	A/B	A/B	B/C	B	B/C	B/C	A/B	A/B
New Access/ Nineteenth	-	A/B	-	A/B	-	A/B	-	A/B
Winston Drive/ Lake Merced	A/B	A/B	A/B	A/B	B	B	B	B

¹See Table 4 for definitions of Levels of Service

²Based on traffic volumes shown in Figures 12 and 13, pages 31 and 32.

Table 4
LEVELS OF SERVICE¹

Level of service A describes a condition of free flow, with low volumes and high speeds. Traffic density is low, with speeds controlled by driver desires, speed limits, and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles, and drivers can maintain their desired speeds with little or no delay.

Level of service B is in the zone of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted. The lower limit (lowest speed, highest volume) of this level of service has been associated with service volumes used in the design of rural highways.

Level of service C is still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtained, with service volumes perhaps suitable for urban design practice.

Level of service D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.

Level of service E cannot be described by speed alone, but represents operations at even lower operating speeds than in level D, with volumes at or near the capacity of the highway. Flow is unstable, and there may be stoppages of momentary duration.

Level of service F describes forced flow operation at low speeds, where volumes are below capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream. Speeds are reduced substantially and stoppages may occur for short or long periods of time because of the downstream congestion. In the extreme, both speed and volume can drop to zero.

¹Derived from Highway Research Board, Highway Capacity Manual, Spec. Rpt. No. 87, 1965.

New traffic generated by the project is estimated at 3,190 one-way trips per day, and 275 trips during the peak traffic hour. These estimates were based on a generation factor of 36 trips per day¹ and 3.19 trips in the peak hour² per 1,000 feet of retail space. An adjustment was made for existing traffic generated by the office space that would be converted to retail use. These offices are occupied by professional businesses such as engineers and doctors.

As shown in Table 3, the worst Levels of Service occur when no new access is built and the upper Great Highway is closed. Without the construction of a new access, all intersections except Nineteenth Avenue and Winston Drive operate at Levels of Service of B/C or better. This intersection would operate at Level of Service 'E' during the period when the Great Highway would be closed. Operations would then return to the existing Level of Service 'D'.

● The San Francisco State University Master Plan shows a 900-car garage located off 19th Avenue. Scheduling and design details for this garage are undertain.³ If occupancy in the garage at peak hour is assumed to be 70% (630 cars) and it is assumed that 40% and 60% of these cars would exit

¹Tenth Progress Report on Trips Ends Generation, Caltrans, District 4, July 1975, Study 157; Second Progress Report on Traffic Generation, Caltrans, District 11, December 1972; Trip Generation by Land Use, Maricopa Association of Governments, April 1974; Barton-Aschman Associates counts taken at Sun Valley Center (Concord, 1973 Christmas), Eastridge Center (San Jose, 1972, 1973, 1974), Southland (Hayward, 1973 Christmas), Oakbrook (Oak Brook, Illinois, 1975).

²Based on Barton-Aschman Associates peak-hour traffic counts in 1973. Although updated center-wide counts have not been taken, peak parking accumulation and intersection counts made since 1973 have verified the 1973 generation rate.

³John Schorle, Director of Public Safety, San Francisco State University, personal communication, 14 March 1979.

- or enter at the peak hour,¹ respectively, 630 vehicles would exit or enter from 19th Avenue in the peak hour. As a worst-case assumption, 30% of these trips would be new trips, as opposed to trips that would have been made even if there were no garage. This would increase traffic northbound on 19th Avenue by 3%, and increase southbound traffic by 2%. Levels of service at Winston Drive/19th Avenue and 19th Avenue/Eucalyptus would not be altered when this additional traffic is added to existing and project-generated traffic.

A survey taken in May 1977 by Barton-Aschman Associates showed that vehicles were using Twentieth Avenue as a through street during the peak-hour. Twentieth Avenue between Buckingham Way and Winston Drive (northbound) was found to be used by 105 vehicles during the peak hour. These vehicles were using Twentieth Avenue as a through street to gain access to Eucalyptus Drive. They turned left from 19th Avenue onto Winston Drive and then right onto Twentieth Avenue which intersects Eucalyptus Drive. This path is used because there are no left turns allowed from Nineteenth Avenue onto Eucalyptus Drive. With the proposed new access, these northbound vehicles could pass Winston Drive and turn left from Nineteenth Avenue into the proposed access to avoid the four-way stop at Winston Drive and Twentieth Avenue thereby relieving some of the congestion at the latter intersection.

¹Robert Crommelin, Entrance/Exit Design and Control for Major Parking Facilities, October 1972.

A question was raised by MUNI as to whether a signal at Twentieth Avenue and Eucalyptus Drive would improve the flow of traffic through the intersection. Due to the proximity of this intersection to the intersection of Nineteenth Avenue and Eucalyptus Drive, it would be necessary to interconnect the two signals so that when the Eucalyptus Drive/Nineteenth Avenue signal was green in the east-west direction, the Eucalyptus Drive/Twentieth Avenue signal would be green in the east-west direction also. If this were not done, queued vehicles at one intersection would interfere with traffic flow at the other. This would result in more delay to the vehicles (both auto and transit) turning left from Eucalyptus Drive to Twentieth Avenue than currently exists under the three-way stop operation where this movement is not restricted.

Transit

Left turns made from Nineteenth Avenue into the new access would cross the MUNI rail line but the left turn lane would not be located on the tracks. The left turn signal would be timed such that the streetcar would pre-empt the signal, so that delays to streetcars would be no worse than they are today. This is standard operating procedure for most Nineteenth Avenue intersections with streetcar tracks. Transit patronage, which accounts for approximately 8% of all trips to Stonestown, should increase by 275 trips per day or approximately 25 during the peak hour. Sufficient capacity now exists on routes serving the site.

MUNI has raised the question of whether a "Transit Only" lane could be provided along Twentieth Avenue between Winston Drive and Buckingham Way. There is adequate width to accommodate one "Transit Only" lane in the southbound direction along the west side of Twentieth Avenue. Locating it on the east side would be ineffective as there would be conflict with vehicles entering and exiting the parking lot and proposed garage. The striping of Twentieth Avenue between Buckingham Way and Winston Drive would provide two southbound lanes and one northbound lane. The westerly curb lane could be designated as a "Transit Only" lane. Parking would be prohibited along the west curb.

The Nineteenth Avenue/Winston Drive intersection has dual left turn lanes from northbound Nineteenth Avenue to westbound Winston Drive. Due to the width of Nineteenth Avenue and the location of the MUNI tracks in this area it was necessary to put one of the left-turn lanes on the tracks. MUNI has requested investigation of the necessity of this second lane if the new access were implemented, on the basis that the new access would relieve the left-turn demand at Winston. It is estimated that the reduction in left-turns would be approximately 100 vehicles during the evening peak hour. This would not be sufficient to eliminate the demand for the second left-turn lane. It should be noted that this left turn also serves the residences to the west of Stonestown.

Parking Supply

The proposed parking garage would provide a net increase in parking supply of 440 prime customer parking spaces.¹

¹Prime customer spaces are those that are both within close proximity (200-250 feet) of the stores and within a protected off-street parking lot. Other customer spaces (non-prime) are those outside of this distance and those curb spaces located along a street. Employee parking spaces are generally located more than 250 feet from stores.

This parking would satisfy the increased parking demand associated with the proposed expansion. It is projected that this new facility would have an occupancy of 85% or greater for 35-40 days per year. Most of these days would be between Thanksgiving and Christmas. On an average day the new facility would be approximately 70% occupied.

Direct pedestrian access would be provided to the Mall from the upper level of the parking garage. The Transportation Element of the San Francisco Master Plan as revised, contains several policies and objectives concerning parking in the Citywide Parking Plan.¹

The following objectives and policies would apply to the project:

Objective 1: Ensure that the provision of new or enlarged parking facilities does not adversely affect the liveability and desirability of the City and its various neighborhoods.

Policy 1: Assure that new or enlarged parking facilities meet need, locational and design criteria.

Policy 4: In any large development, allocate a portion of off-street parking spaces for compact automobiles.

Policy 5: Provide convenient and safe parking facilities for bicycles.

Objective 2: Contain and lessen the traffic and parking impact of institutions on surrounding residential areas.

¹San Francisco City Planning Commission, Revisions to the Transportation Element of the Master Plan Regarding Parking, adopted 20 January 1977.

Service Vehicles

The proposed project would generate approximately 28 additional service vehicle trips per day, based on a generation rate of 0.3 trips/1,000 square feet.¹ Twenty-six trips would be to stores in the Mall and would use the truck tunnel. Two trips would be to the restaurant and would use the parking lot to the south of the new garage. This would increase existing total service vehicle trips by 10%. Due to the probable composition of new Mall stores, service vehicles would be either single unit, two axle truck (50%) or panel pickups (50%).

These trips would be distributed over the entire day, but most (approximately 80%) would occur before 4:00 p.m. and would not impact peak-hour traffic.

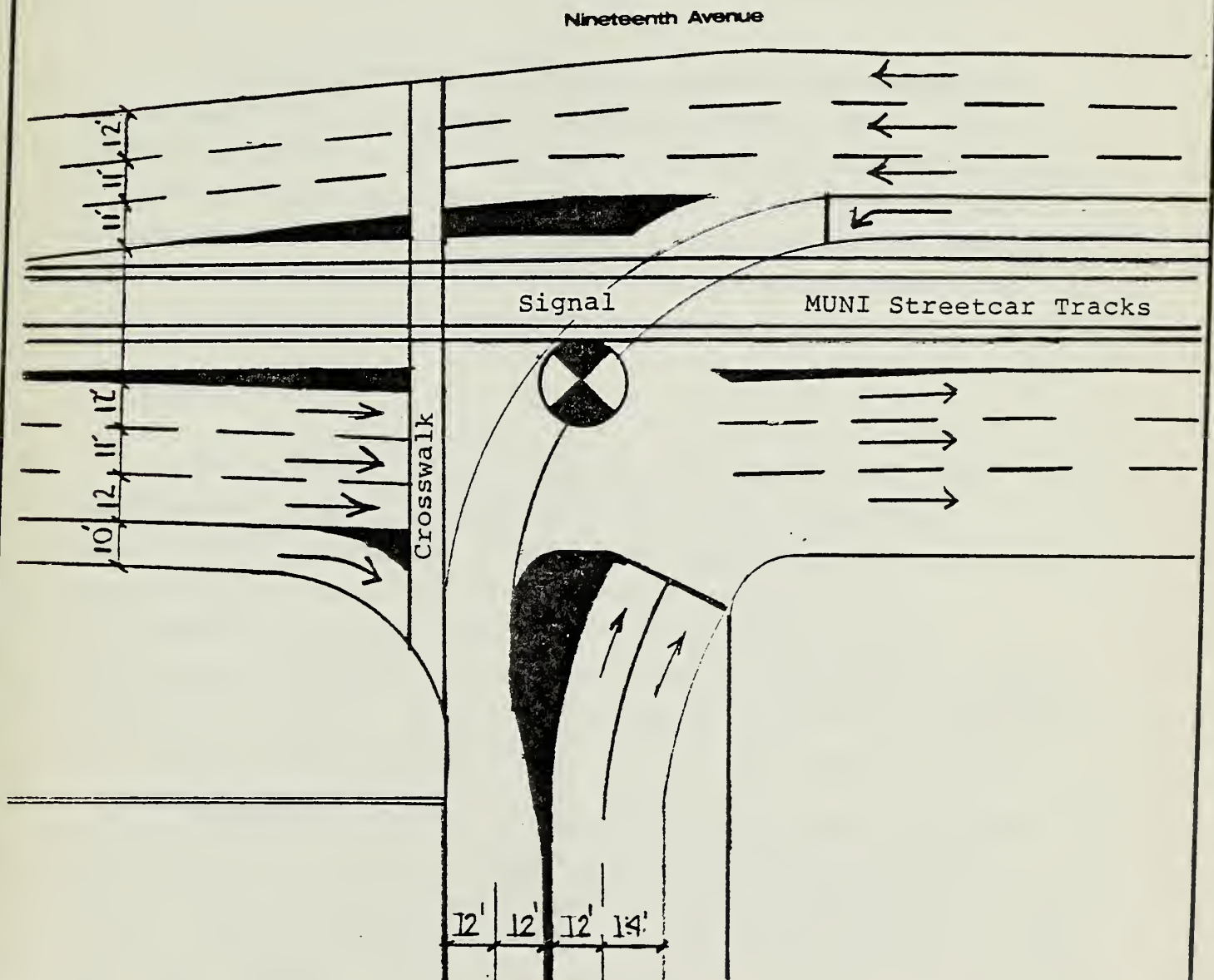
Pedestrians

The direct access between the garage and the second level of the Mall would divert those persons parking on the upper floor of the garage from an at-grade crossing on Twentieth Avenue. Persons on the first and second levels of the garage may also use the overpass. They would reach the overpass by stair or elevator. The increase in pedestrians crossing from the garage would be approximately 530 on a peak shopping day and 400 on an average day. Approximately 260 pedestrians would cross at-grade.

¹Tenth Progress Report on Trips Ends Generation,
Caltrans, District 4, July 1975.

The proposed left turn lane into the new access road would require that the fence along the MUNI tracks be interrupted. The purpose of this fence is to prevent pedestrians from crossing the tracks at mid-block. As the proposed access would open the fence opposite Mercy High School, it is probable that students would cross at this point. In order to protect these pedestrians, it would be necessary to install a pedestrian phase in the signal timing of the intersection. Pedestrians would cross on the north side of the intersection, while vehicles were turning left into the site.

Signal timings and offsets for Eucalyptus Avenue/Nineteenth Avenue and Winston Drive/Nineteenth Avenue were obtained from the City Bureau of Traffic Engineering. These were used to develop a time-space diagram to determine whether the proposed signal would interfere with the existing auto movement along Nineteenth Avenue. It was found that because the new signal would be located approximately half-way between the two existing signals and because of the offsets between Eucalyptus and Winston, there is about 25 seconds of green time during the peak a.m. and p.m. periods and approximately 48 seconds of green time during off-peak periods available at the new intersection. This available time is sufficient to accommodate left turns and pedestrian crossings. Capacity calculations indicate that the left-turn movement would require approximately 12 seconds. This turn could be accommodated during all periods of the day. Pedestrians would require 31 seconds (at 4 feet per second) to cross the 125-foot roadway. Pedestrians could cross during off-peak hours within the



Proposed Pedestrian Access
and Islands



FIGURE 13a

available green time. But, during peak hours pedestrians would have to cross using two signal cycles. Thus, they would wait on a pedestrian island in the center of Nineteenth Avenue opposite the left-turn lane. The other option would be to extend the peak period green time to accommodate the pedestrian movement.

The first option would be optimal as the number of pedestrians would be minimal at these times of day. The pedestrian signal would only be called if the pedestrian phase push-button were actuated. There would be pedestrian phase-buttons on each side of Nineteenth Avenue and on the median island. Use of pedestrian phase buttons would reduce the delay to vehicles on Nineteenth Avenue.

D. NOISE

The greatest generation of noise associated with the proposed project would take place during construction. Earth moving, and grading and construction activities would elevate noise levels near the site. The loudest activities would be pavement breaking and earth moving, which would generate peak noise levels of about 90 dBA at 50 feet.¹ Peak noise would be audible at locations with direct line of sight as far as 800 feet from the site.

Permanent impacts on the noise environment would be due to project traffic and mechanical equipment. Traffic noise levels in the project area would be increased less than 1 dBA. Within the parking garage, noise levels would be high near auto traffic. Noise from mechanical equipment on the roof of the structure would not be audible anywhere near the site.

¹U.S. Environmental Protection Agency, Noise from construction equipment and operation, building equipment, and home appliances, December 31, 1971.

● F. AESTHETICS

The enclosure of the Mall would change the visual character of the Mall interior. The open nature of the architecture of the Mall would be replaced by a more enclosed, colorful character.

The profile of the center would be raised about 11 feet by roofing the mall (see Figures 14 and 15). The parking garage would be a new element at the center. From 19th Avenue the garage would be visible from the west side of the street at the north end of the center (see Figure 14) and screened views would occur near the Winston Drive/19th Avenue intersection (see Figure 15). Line-of-sight from across 19th Avenue is blocked from the east by the Temple Baptist Church and landscaping. The southern portion of the garage would be visible from the rear of 11 residences along 19th Avenue north of Winston Drive. The southern end of the garage would be visible obliquely from one residence south of Winston Drive on 19th Avenue, and from two residences at the southeast corner of Winston Drive and Stonecrest Drive.

At these residences, existing views of the parking lot and the east facade of the mall would be replaced by views of the east elevation of the garage.

Viewed from Winston Drive, the parking garage would have a height and scale similar to that of the existing Mall complex (see Figure 15, page 45). Views of the garage would be partially screened by autos parked in the intervening parking area and by the trees and landscaping proposed for the perimeter of the new garage.



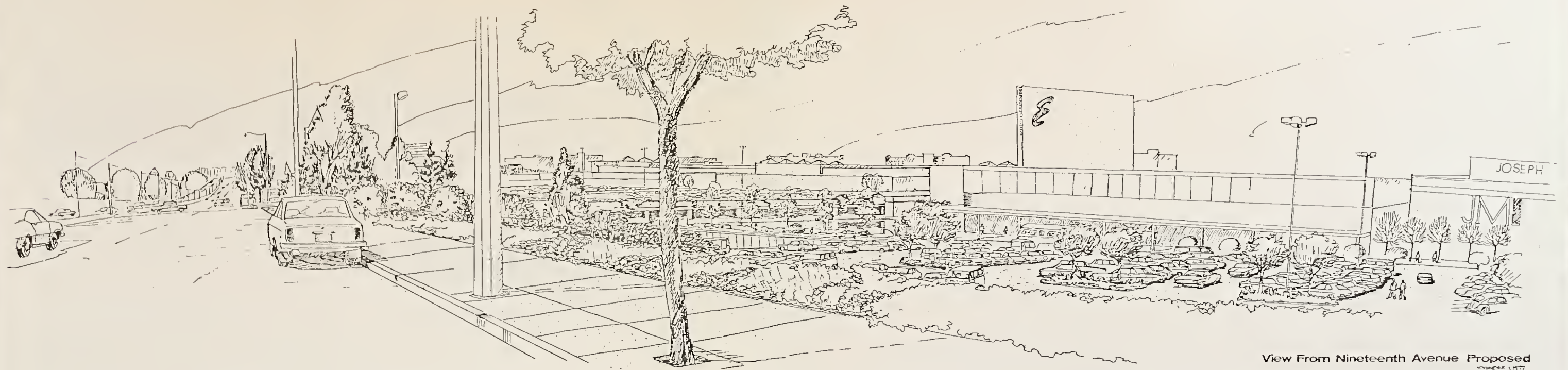
Existing



View From Nineteenth Avenue Proposed

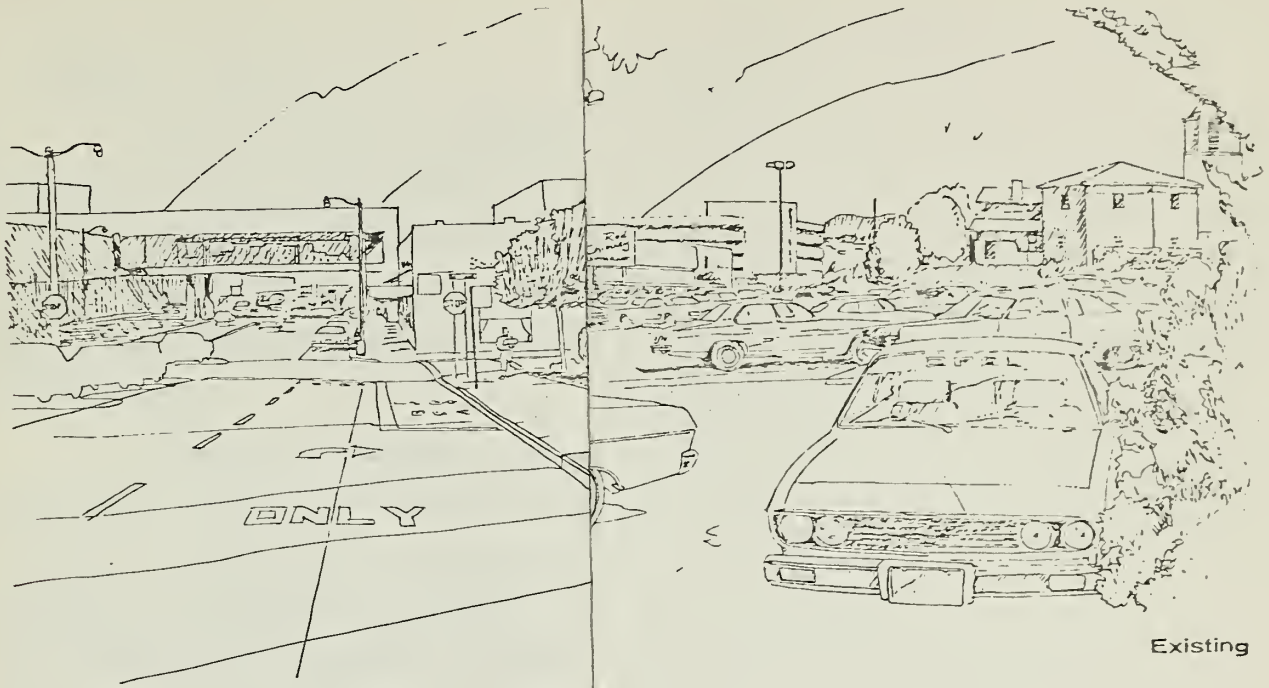
VIEW FROM NINETEENTH AVENUE EXISTING AND PROPOSED

FIGURE 14

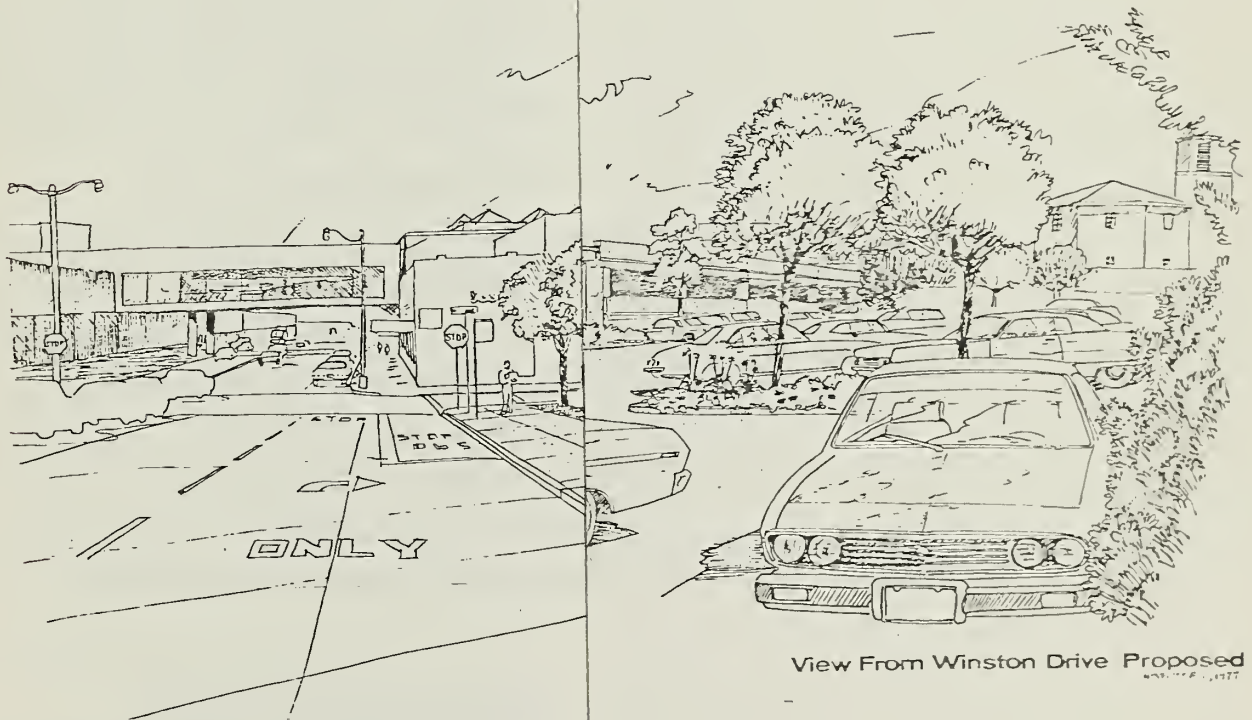


VIEW FROM NINETEENTH AVENUE -
EXISTING AND PROPOSED

FIGURE 14

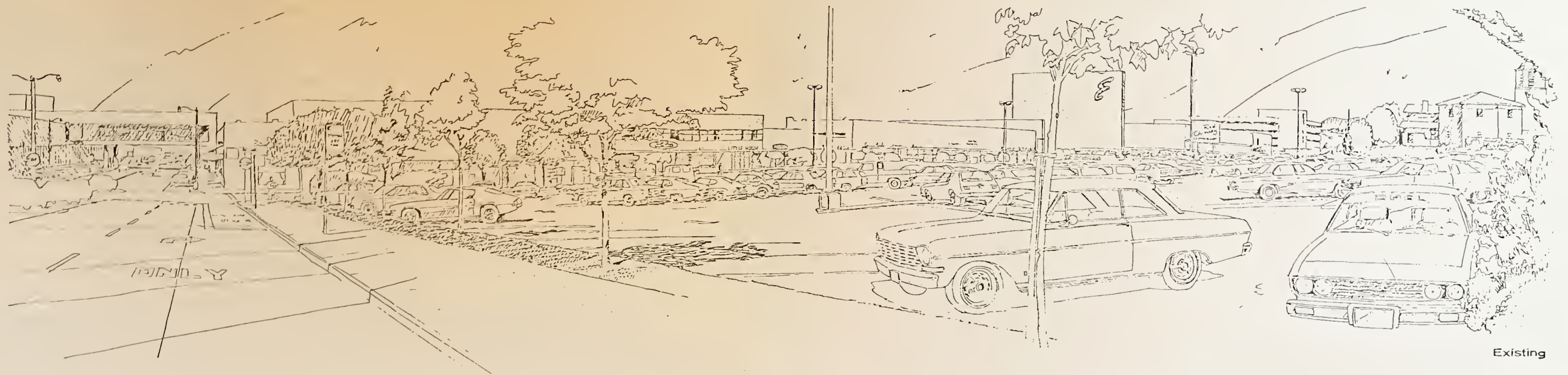


Existing



View From Winston Drive Proposed

VIEW FROM WINST



Existing



View From Winston Drive Proposed
ANALYSIS 1, 1977

VIEW FROM WINSTON DRIVE

FIGURE 15

I. ENERGY CONSUMPTION

● Energy would be consumed in the extraction, refining, transport, and fabrication of building materials for the project, and by construction vehicles and equipment. Based on project costs, energy expenditures are estimated as 460,000 gallons of gasoline, 160,000 gallons of diesel fuel, and 460,000 kwh of electricity.¹

Electrical energy would be used in the project to provide power for lighting, heating and air conditioning, and convenience outlets. Electrical heating would be used because of the low demand for heating due to heat gains from people and lights. The connected load for the mall would be 324 kilowatts. Average ● daily electrical use would be 1610 Kilowatt hours (Kwh). This is roughly equivalent to that used by 90 residential units in Northern California.² Energy use figures for the proposed restaurant are not available; they would be provided in additional environmental documents for the restaurant.

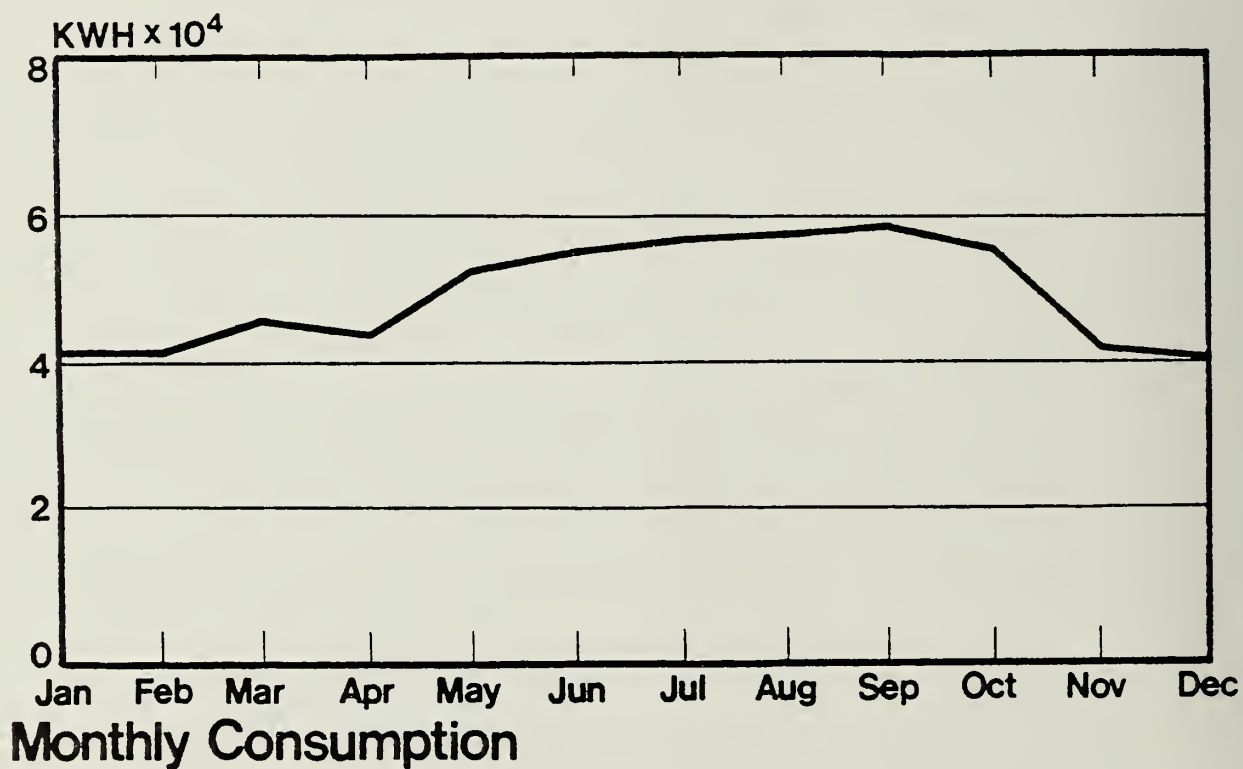
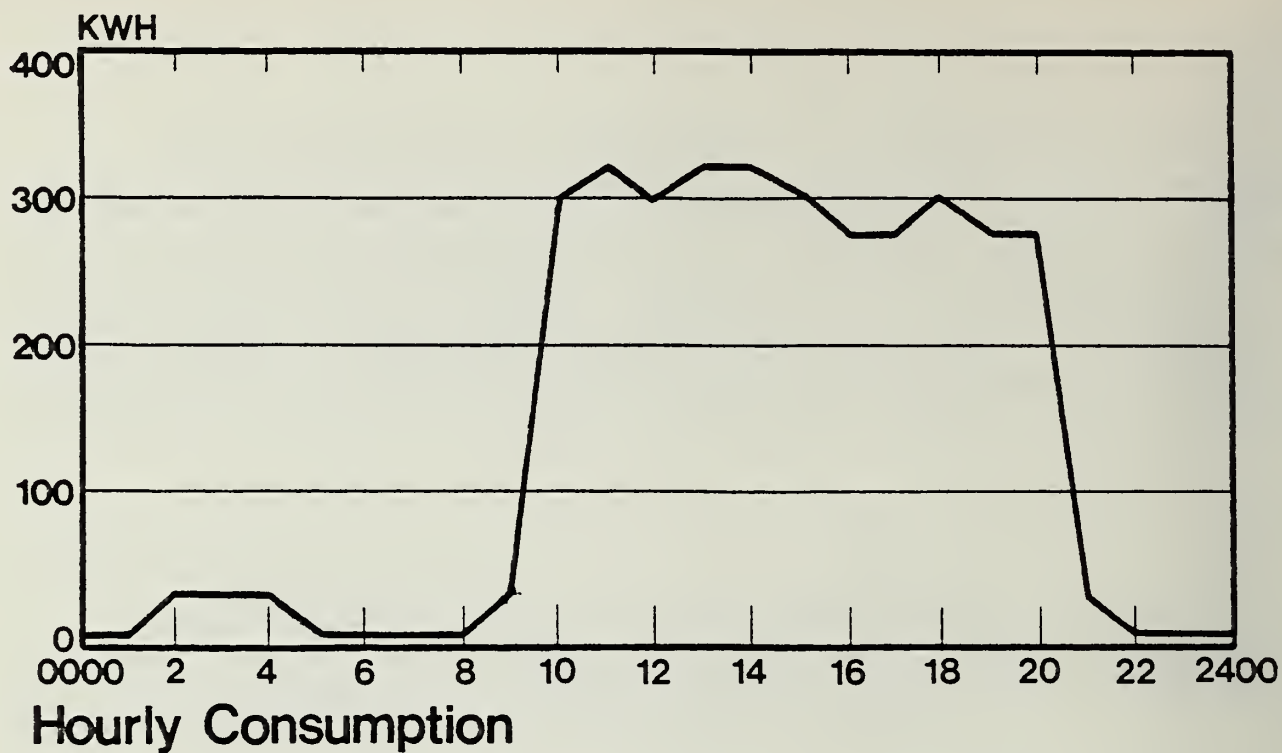
The distribution of electrical use with the project for a 24-hour period on an average weekday is shown in Figure 16. A minimum amount of electricity would be used between 9:30 p.m. and 9:30 a.m., mainly for security and clean-up lighting. At 9:30 a.m. the Mall stores would open and energy use would increase sharply. At 9:30 p.m. the Mall would close and energy use would drop to the minimum. During the period of the day that the Mall would be open, electrical use would vary with the need for lighting and air conditioning.

¹Tetra Technology Inc., Energy Use in the Contract Construction Industry, NTIS No. PB-245-423 and 424, 1975.

²Berman, S. L., et al., Electrical Energy Consumption in California, vols. 1-4, Data Collection and Analysis, B.235.C3L3, 1976. Berkeley, CA.

The average monthly electrical use would be 47,000 Kwh per month, or 1.5 Kwh per square foot per month.¹ Current electrical use along the existing mall is for nighttime lighting, which consumes 8,650 Kwh per month. Figure 16 shows the project's monthly average consumption. The period of highest electrical consumption would be late summer, due to air conditioning loads.

¹The electrical usage for the mall enclosure was estimated in EE76.74 as 130,000 Kwh per month (EE76.74, page 56). This was not based on a specific heating cooling design but derived from the demand of the Bullock's store.



ELECTRICAL CONSUMPTION

FIGURE 16

J. DIRECT ECONOMIC IMPACTS DURING CONSTRUCTION

The project is expected to cost a total of \$19,000,000. About 45% would be for construction labor (\$8.6 million) which, at the current average labor cost of about \$200 per day per person, would generate 43,000 person-days (or 170 person years) of employment over an 8- to 10-month period, mainly in the construction trades. Construction expenditures and employment would generate a short-term demand in other sectors of the economy, such as construction materials, retail and service sectors.

K. LEVEL OF BUSINESS ACTIVITY AND EMPLOYMENT GENERATED BY THE PROPOSED PROJECT

The new stores that would be accommodated by the Mall expansion would generate sales of \$9 to \$13.5 million per year, based on a sales volume of \$100 to \$150 per square foot per year projected by the applicant's economic consultant.¹ The renovation of the Mall would also increase sales in existing stores by 10 to 25%, or \$2.5 to \$6.25 million per year, based on analysis supplied by the same source.

Permanent employment would be generated in a ratio of approximately one retail worker per 500 square feet of retail space. An expansion of the Mall by 92,000 square feet would, therefore, create about 185 permanent jobs.

¹Bob Wetmore, Keyser Marston Associates, personal interview, 21 June 1978.

L. FISCAL IMPACTS

At the 1979 sales tax rate of 6-1/2%, the additional sales generated by the proposed project would increase sales tax revenues to the City and County of San Francisco by \$140,000 annually, and to the Bay Area Rapid Transit District by \$70,000 annually. The increase in property tax revenue is based on an increase in property value of \$20.8 million, of which \$1.8 million would be attributable to the value of furniture, fixtures, and inventory.¹ Payroll taxes are estimated at \$20,000 per year.

Tax revenue increases are summarized below in Table 5.

Table 5
ESTIMATED TAX REVENUE INCREASES

	City and County of San Francisco	Bay Area Rapid Transit District
Sales tax	\$ 140,000	\$ 70,000
Property tax	263,000	--
Payroll tax	<u>20,000</u>	<u>--</u>
Total	\$ 423,000	\$ 70,000

M. IMPACT ON REGIONAL RETAIL ACTIVITY

1. San Francisco Sales

The project would result in a net increase in San Francisco retail sales of approximately \$14.0 million, or 90% of the total sales generated by the addition of new retail space at the Stonestown Shopping Center. Three factors account for this net increase. First, a 1977 market analysis

¹The current property tax rate in San Francisco is \$5.06 per \$100 of assessed valuation.

conducted for the applicant by Keyser Marston Associates, Inc. indicated that approximately one-third of the sales at Stonestown are made by residents of other counties; approximately one-third of the sales at the expanded Mall would be new sales imported to San Francisco. The second factor, based on the same source, is that as much as 50% of the sales at the Serramonte Shopping Center in Daly City are made by San Francisco residents, mostly residents within the Stonestown trade area. These sales, totalling an estimated \$40-\$45 million annually, are currently lost by San Francisco to San Mateo County; a portion of these sales would return to San Francisco as a result of the expansion and modernization of the Stonestown Shopping Center. Finally, the applicant's economic consultant estimates that some of the retail potential in western San Francisco is not being spent because of the absence of suitable retail facilities in Stonestown's primary trade area and that the proposed project would result in increased expenditures for retail goods by the population in the trade area.

Based on consideration of these factors, the applicant's economic consultant estimates that approximately 10% of the sales generated by the project would be transferred from other stores in San Francisco. The State Board of Equalization reported taxable retail sales for Department Store Type Merchandise (DSTM) for the City and County of San Francisco of \$1134.9 million in 1977.¹ The sales transfer as a result of the project could total 0.1% of present sales of these stores. Stores in San Mateo County could lose \$6 to \$8 million annually in sales to San Francisco residents as a result of the project.²

¹California State Board of Equalization, Taxable Retail Sales in California, May 1978.

²Comprised primarily of these sales to San Francisco residents returned to San Francisco stores from shopping centers in San Mateo County.

2. Downtown San Francisco Sales

San Francisco has been the center for retail activity in the Bay Area, with the downtown traditionally serving as the focus of region-serving commercial functions. Over the years, the downtown's dominance has been challenged by regional centers in expanding suburban areas which have offered shoppers convenient access, strong merchandising and adequate parking. Despite competition with suburban retail centers, downtown San Francisco trade has remained strong.¹

In considering the project's impact on downtown retailing the following factors are important:

- the traditional function of the downtown in Bay Area retailing,
- the sales volume and "draw" of the downtown,
- the market area served by Stonestown,
- the amount of additional retail space at Stonestown.

Downtown San Francisco attracts shoppers from throughout the Nine-County Bay Area. Major chain department stores in downtown tend to be larger than stores from the same chain built elsewhere. Many other retailers are specialty stores (Brooks Brothers, Gumps, FAO Schwartz) that have no other locations in the Bay Area.

The San Francisco Comprehensive Plan does not contain specific policies or objectives concerning the relationship between shopping centers such as Stonestown and the downtown retail area. Specific objective 5 is to "improve downtown San Francisco's position as a prime regional location for specialized retail trade."² Policies 1-3 are concerned with the future density, design and access to the downtown core.

¹San Francisco Department of City Planning, Commerce and Industry: Commercial Trends, in cooperation with the Office of the Mayor, Economic Analysis Unit, July 1975.

²San Francisco Department of City Planning, Commerce and Industry Policies and Objectives, 1977.

In contrast to the downtown, the trade area served by the Stonestown Shopping Center is smaller--western San Francisco and portions of Daly City. The addition of 90,000 square feet of retail area at Stonestown, representing less than a 10% increase in area, would not be expected to detract from the strength of downtown retailing.

As discussed earlier, about 10% of the total sales at the project would be transferred from San Francisco stores and one-half of these sales would be transferred from Downtown. This represents about 0.1% of the total downtown sales.¹

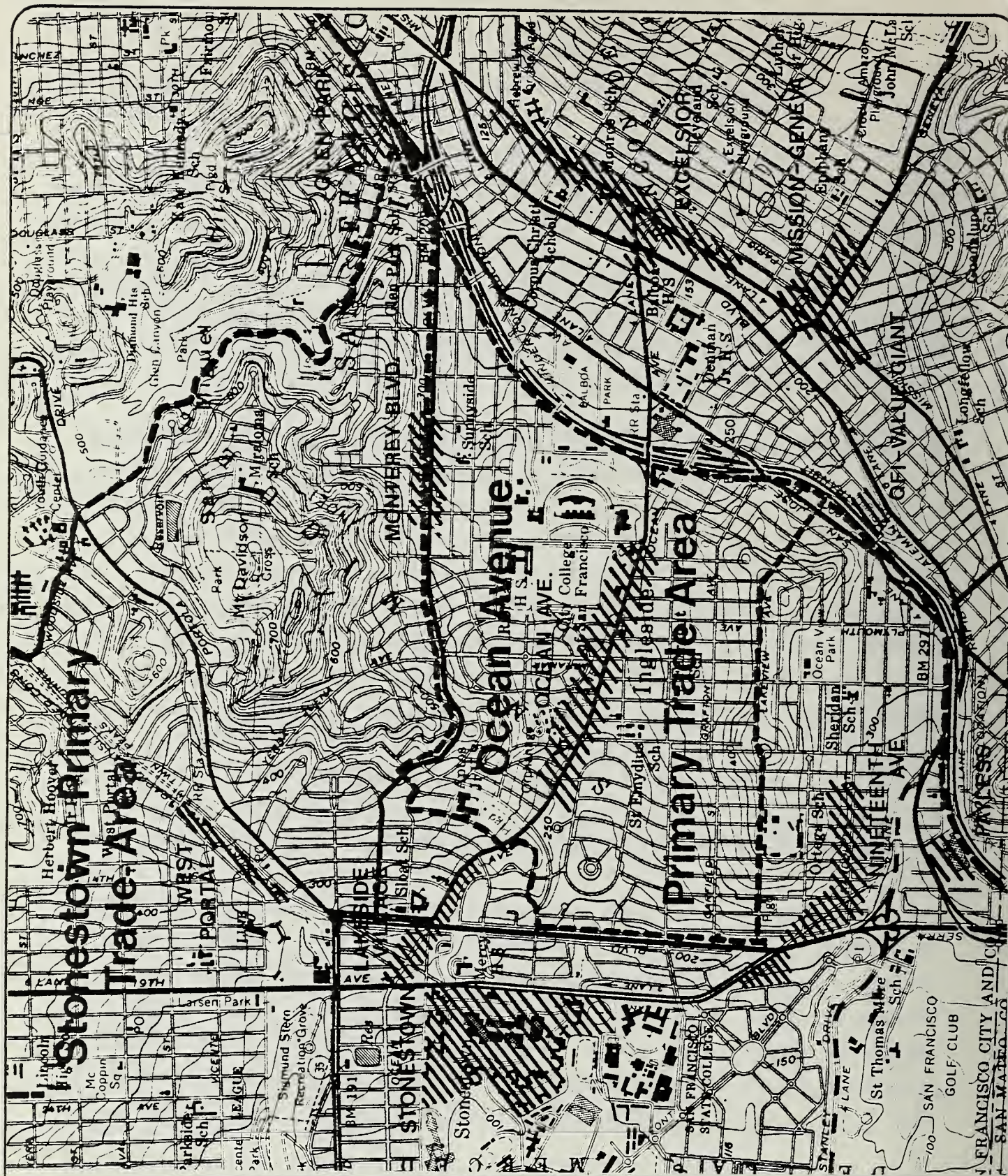
3. Relation to Other Commercial Areas in Western San Francisco

The following community shopping areas, shown in Figure 17, are situated in western San Francisco, south of Golden Gate Park, and within the primary trade area of the Stonestown Shopping Center: West Portal, Monterey Boulevard, Lakeside Village, ● Ocean Avenue and Nineteenth Avenue. Some people feel that additional retail outlets at Stonestown could delay the introduction of new retail uses on Ocean Avenue, such as on the currently vacant 3-1/2 acre commercial site at Faxon and Ashton Avenues. Planning for this site includes a supermarket and 20,000-30,000 sq. ft. of unspecified ancillary retail development. Funding for acquisition and business revitalization is being sought through HUD's Urban Development Action Grant (UDAG) program.

The Ocean Avenue commercial area provides 125 service and retail establishments along Ocean Avenue, a thoroughfare which connects the Southern Freeway (Interstate 280) with Junipero Serra Boulevard and Nineteenth Avenue. An eleven point revitalization plan has been proposed to arrest deterioration, create a new image for Ocean Avenue, and provide a framework for future growth.² The trade area served by establishments on

¹U.S. Department of Commerce, 1972 Census of Retail Trade, 1972.

²San Francisco Department of City Planning, Ocean Avenue Revitalization Study, 1977.



PRIMARY TRADE AREAS & COMMERCIAL DISTRICTS

Primary Trade Area - - - - -
Commercial District [Hatched Pattern]

FIGURE 17

Ocean Avenue has a population of 18,000 and includes neighborhoods bounded by Shields Street and Lakeview Avenue on the south, Interstate 280 on the east, and Junipero Serra Boulevard on the west. This trade area is part of Stonestown's primary trade area and, based on analysis of license plate and shopper intercept surveys, accounts for approximately 5 to 7% of the sales at Stonestown.¹ Of the \$16 million additional sales generated by the expansion of Stonestown, approximately \$980,000 could originate from population in the Ocean Avenue trade area.

The scale and type of retailing in the two shopping areas are different. The Stonestown Shopping Center provides a concentration of comparison goods shopping, whereas these types of uses occupy less than 10% of the retail area on Ocean Avenue, or 12,600 sq. ft.² Table 6 presents a summary of different types of shopping centers, with comparison to Ocean Avenue. The three levels of retailing are summarized as follows: neighborhood shopping centers (typically, 1-1/2 mile draw), community shopping center (typically, 3-5 mile draw), regional shopping center (typically, 8-10 mile draw).³ In general, a progression from neighborhood to community and regional centers is accompanied by an increase in the representation of comparison goods stores and a decline in the representation of convenience outlets (principally, food retailing).

¹Bob Wetmore, Keyser Marston Associates, personal interview, 19 October 1977.

²San Francisco Department of City Planning, Ocean Avenue Revitalization Study, 1977.

³Urban Land Institute, Shopping Center Development Handbook, 1977.

TABLE 6

Comparative Tenant Composition
Ocean Avenue and Basic Shopping Center Types

	General Merchandise	Apparel	Furniture & Home Furn.	Specialty	Conven- ience	Eating & Drinking	Other
Regional Shopping Center							
Sq. Ft.	321,000	102,000	17,000	61,000	33,000	18,000	--
% GLA (Gross Leasable Area)	58.3%	18.5%	3.0%	11.0%	6.0%	3.2%	--
Community Shopping Center							
Sq. Ft.	66,000	14,000	12,000	11,000	45,000	7,000	--
% GLA	42.6%	9.3%	8.0%	7.0%	28.9%	4.4%	--
Neighborhood Shopping Center							
Sq. Ft.	10,000	4,000	5,000	--	28,000	3,000	--
% GLA	20.7%	7.0%	10.9%	--	55.0%	6.5%	--

Ocean Avenue

Sq. Ft.	500	3,300	8,800	--	42,100	31,500	85,500
% GLA	0.3%	1.9%	5.1%	--	24.5%	18.4%	49.8%

Source: San Francisco City Planning Department, Ocean Avenue Revitalization Study, 1977.
The Urban Land Institute, Dollars and Cents of Shopping Centers, 1975.

Note: Figures may not add due to rounding.

Of total retail potential of \$11.6 million in Ocean Avenue's trade area, trade area residents account for \$4 million to \$6 million in sales, a capture of 35 to 50%. The revitalization of retailing on Ocean Avenue appears to be dependent on increasing the share of trade area potential captured by local merchants, especially convenience goods and services. According to the applicant's economic consultant, the rent levels at the Stonestown expansion would be 2 to 3 times higher than on Ocean Avenue. Thus, for example, different types of apparel operations would tend to locate at Stonestown (primarily regional or national chain operations) and Ocean Avenue (primarily locally owned or operated single store lower sales volume outlets).

- The only policy of the Commerce and Industry element that could relate to the proposed project is Policy 4:
Maintain a presumption against the establishment of a major new commercial development except in conjunction with adequately supportive residential development and public/private transportation capacity. . . . Because there are opportunities for business expansion within existing commercial areas, major new commercial development should be discouraged unless a significant new market is being created to support the new development.¹
- However, staff of the Commerce and Industry section of the City Planning Department has indicated that it is not clear that a 10.6% expansion of an existing development would be considered a 'major new commercial development.'

¹San Francisco Department of City Planning, Commerce and Industry Element Objectives and Policies Strategy and Programs Public Comments and Staff Response, 20 April 1978.

IV. MITIGATION MEASURES PROPOSED TO MINIMIZE IMPACTS

A. INCREASED ENERGY CONSUMPTION ON SITE

The air conditioning system proposed would consist of four 20-ton electric heating and cooling rooftop package units. A time clock would start and stop the system so that it would operate only when the Mall is occupied. All units would be provided with a 100% outside air economizer cycle. The control system would utilize minimum outside air when heating is required. Outside air would be used to cool the building whenever cooling is required and the outside air temperature is suitable. Mechanical refrigeration would be employed only when the outside air is too warm and cooling is called for by the space thermostat; the outside air quantity would be reduced to minimum when the mechanical refrigeration is operating. The space thermostat would sequentially call for heating, ventilation, and mechanical refrigeration. Only one of these three modes would operate at any one time and simultaneous heating and cooling would be eliminated.

This system was selected to minimize energy consumption by utilizing the control system described above. Multiple units located immediately adjacent to the area served would reduce friction losses within ducts, decreasing energy use.

Electric heat would be utilized because internal heat gains from the lights and people make the building virtually self-heating at an outside air temperature of 35 degrees F.

The roof would be insulated in accordance with the

existing California regulations.¹ Approximately 15% of the roof area would be clear single-pane plate glass skylights. The skylight area would be protected from direct sunlight by either a north orientation or shading devices. Glazing materials other than clear plate glass were considered. It was determined, however, that the least amount of cooling and the most amount of natural light would be realized with the design described above.

The electrical lighting system would be mainly fluorescent lighting, with 20% incandescent accent lighting. Energy-saving fluorescent lamps would be used, reducing energy consumption by 14%. The lighting system would be augmented by 15% skylighting during daytime hours. Lighting in skylight areas would be controlled by photocells so that when there is sufficient daylight the interior lighting would be automatically turned-off.

Time switches would operate the air conditioning and lighting systems so that they would be on only when the Mall is occupied, except for security lighting and cleaning lights. The lights would be controlled so that no more than 50% of the total lighting could be turned on for cleaning purposes.

B. OTHER IMPACTS

In addition to those measures proposed in EE76.74, pages 65-69, the following mitigation measures are proposed:

1. Reduced Water Consumption

Air cooled refrigeration equipment would be used, saving an estimated 70,000 cubic feet of water annually.

- Air cooled refrigeration would, however, increase mall electrical use 1% over a water-cooled system. Water use in the Mall would be limited to clearing tasks and

¹California Energy Resources Conservation and Development Commission, Regulations Establishing Standard for New Non-residential Building, 1977.

for irrigation. Flow limiters would be provided on all hose bibbs, and any fountains would recycle water. (see EE76.74, page 54)

2. Reduced Pedestrian Crossing at Twentieth Avenue

The two pedestrian bridges connecting the parking garage with the Mall would divert pedestrians who might otherwise cross Twentieth Avenue to reach the Mall. (see section III. C., Transportation Impacts, pp. 39-40)

3. Reduced Congestion at the Winston Drive/Nineteenth Avenue Intersection

The second access road would provide an alternate access to the Center, removing traffic from the intersection and improving the safety and operational conditions of the intersection. (see section III. C, Transportation Impacts, p. 29)

4. Reduced Congestion within the Center

The new access road would provide an alternate route for northbound through traffic on Nineteenth Avenue that currently uses Winston Drive and Twentieth Avenue to reach the residential areas north of the Center. This would reduce congestion, delays to MUNI buses and pedestrian/automobile conflicts on Twentieth Avenue. The new roadways, intersection, signalization and streetcar detection devices would be paid for by the project sponsor. (see Section III. C., Transportation Impacts, page 35)

● 5. Changes in the Visual Quality of the Area

The proposed garage's location next to the 19th Avenue embankment and behind the Temple Baptist Church would limit its visibility from the north and east for pedestrians, drivers and residences north of the garage.

The parking garage would be surrounded by landscaping to minimize visual impacts from points within the Center. (see Figure 14, page 43)

6. Competition with Neighborhood Shopping Areas

The project sponsor is aware of concern in nearby neighborhood shopping areas that the project would adversely affect marginal businesses. The project sponsor is willing to offer its retail marketing expertise to local revitalization efforts in the form of advice and consultation. (see Section M, Impact on Regional Retail Activity, p. 50)

7. Disruption of Area During Construction

The developer plans to minimize noise and dust generation during construction. Equipment would comply with the San Francisco Noise Ordinance,¹ and construction would be limited to weekday daylight hours. The San Francisco Building Code requires that measures be taken to reduce dust generation, specifically, watering down demolition materials and soil.

¹San Francisco municipal code, Part II, Chapter VIII, Section I, Article 29.

VI. ALTERNATIVES

A. NO PROJECT

This alternative would leave the Stonestown Shopping Center as it stands. It could be expected that the existing competitive situation between Stonestown and other regional centers would continue, with Centers in San Mateo absorbing about 25% of the expenditures by Stonestown trade area residents for comparison shopping goods.

This alternative would eliminate the construction, energy and traffic impacts of the proposed project. The tax revenues, new construction, and permanent employment associated with the project would not occur.

B. ENCLOSE EXISTING MALL

This alternative was proposed earlier, and described in EE76.74. Based on a 1977 market analysis, this alternative was rejected by the project sponsor as it would not overcome the competitive edge of newer regional centers.

The traffic, noise, air quality, energy and economic impacts of this alternative would be as described in EE76.74 and would be less than those caused by the proposed project.

Enclosure of the Mall would result in a 5 to 10% increase in sales for the existing Mall, or \$1.25 to \$2.5 million annually, compared to \$16 million for the project as proposed.¹ Sales tax revenues would be proportionally less

¹Bob Wetmore, Keyser Marston Associates, personal interview, 19 October 1977.

than those of the proposed project.

The cost of enclosing the Mall without a second level of stores is estimated at \$5 million, compared to \$19.0 million for the project as proposed. Property taxes and construction employment would be proportionately less for this alternative. No additional permanent employment would result from implementation of this alternative.

C. SMALLER PARKING GARAGE

This alternative would include the expansion and enclosure of the Mall with a smaller parking garage. The economics of parking garage construction and the project sponsor's desire to provide direct pedestrian access to the second Mall level would make a three story garage (ground level and two decks) most feasible. Because there are fixed costs involved in parking garage construction that are not affected by garage size, a smaller parking garage results in a higher price per space. According to the project traffic engineer, a garage of less than 300 spaces would be a practical limit based on cost. Such a garage would provide an additional 200 new spaces. A smaller garage would result in parking shortages during the peak shopping periods. The shortage would be approximately equivalent to the difference between the number of new spaces provided and the 440 proposed in the project. Current usage during the peak periods is 85% or greater, which is considered full.

Several things could happen to alleviate the shortage. Transit usage could increase. For each parking space reduction, 3 auto trips per day would have to be diverted to transit. (Each space is used by 3 cars per day). At an estimated average car occupancy ratio of 1.4 persons per auto, this represents 4-5 one-way transit trips. A garage providing 200 new spaces would result in a net parking shortage of 240 spaces. Transit trips would have to increase by 960-1200 per day to eliminate the parking shortage.

A second possibility would be that persons would park in adjacent residential areas. This would be unlikely because walking distances are greater than 650 feet. A third possibility is that patrons would go to another shopping center.

During the 30 to 40 days per year when parking demand would exceed capacity, traffic within the Center and the parking lot would be congested. Because search times for parking places, travel distances within the Center, and idling periods would be increased on these days, emission of air pollutants would be greater on these days than for the proposed project. During the remainder of the year the air pollution impact of this alternative would be similar to that of the project as proposed.

The economic impacts of this alternative would be similar to those of the project as proposed, although the construction expenditures and employment would be smaller because of the smaller garage. If the 30-40 days per year when

parking demand exceeds capacity result in shoppers traveling to other shopping areas, the sales generated by the alternative could be less than that of the project as proposed. These shortages would mainly occur during December, a month when sales¹ are double the average for the year.

Thus, if 5% of the trips to the new center were diverted to other areas because of parking shortages, sales during the peak period would decrease by 10%. On an annual basis, this would reduce sales at the Center by \$300,000 and reduce sales tax revenues by \$20,000.

The energy, noise and aesthetic impacts of this alternative would be similar to those of the proposed project.

The adverse effects of not accommodating parking demand can be reduced through Transportation System Management (TSM). TSM techniques (car pooling, van pooling, staggered work hours) would be most effective for employees who have regular hours and destinations. Employees at Stonestown already show a high transit usage (50-70%) according to Stonestown management. The potential for reducing parking demand is limited by the non-uniform and irregular shifts for employees and large number of part-time employees during the peak holiday period.

¹Art Schumacher, Stoneson Development Corporation, telephone conversation, 27 December 1978.

A transit subsidy system could also increase transit use and reduce demand. Greatly increased transit use cannot be expected because of fare reduction, as transit demand has been found to be only slightly affected by fares. Transit demand is more sensitive to service changes such as increased frequency, better crosstown service, improved security, and greater efficiency.¹ The Muni is, however, currently considering the rerouting of buses to the Center to avoid the congestion on 20th Avenue.² The longer distances from the Center to the bus stops on 19th Avenue would reduce the desirability of transit.

D. NO PARKING GARAGE

This alternative would provide for expansion of the Mall and construction of a new access road, but would include only existing parking. Second-level pedestrian access to the Mall would only be possible with construction of additional stairs, ramps or escalators over 20th Avenue from the existing parking area.

It would be expected that for 70 to 75 days during the year there would be a shortage of parking, using 85% as the effective capacity. The effect of parking shortages would

¹Metropolitan Transit Authority, Transportation Systems Management Element for the Nine-County San Francisco Bay Area, 1978.

²John McKane, Transit Planner, Municipal Railway, telephone conversation, 19 January 1979.

be similar to that described under the smaller parking garage alternative. Residential parking could increase, transit ridership could increase, and/or trips could be diverted to other shopping areas. Internal traffic congestion would occur with patrons taking longer to find a space. Impacts on air quality would be similar to the smaller parking garage alternative, although increased emissions due to congestion would occur more frequently.

The electrical energy impacts of this alternative would be less than for the proposed project, as it would avoid the need for new garage lighting.

The economic effects of this alternative would be similar to those described for Alternative C, but the magnitude would be greater because of the larger shortage of parking.

The construction noise and aesthetic impacts of the alternative would be less than for the proposed project, as there would be no construction of a garage.

The discussion of methods of increasing transit and reducing parking demand under Alternative C are applicable to this alternative, although the required shift from auto to transit needed to eliminate parking shortages would be greater, (1760-2200 trips per day).

This alternative would reduce pedestrian traffic on the upper level of the Mall. According to the project sponsor's leasing consultant, direct second level access is

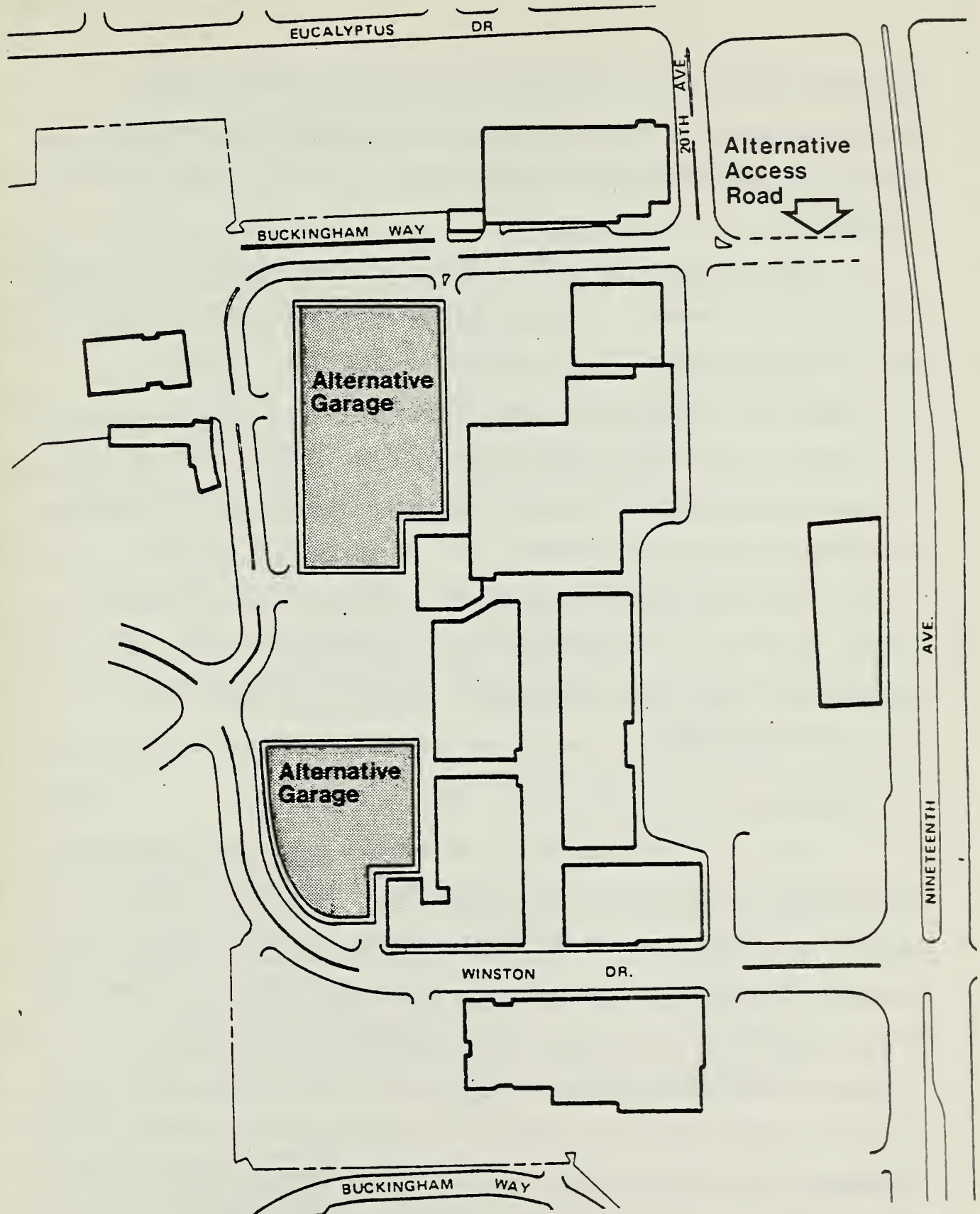
desirable to maintain a sufficient level of pedestrian traffic to successfully lease and market second level retail space.

E. ALTERNATIVE PARKING GARAGE LOCATIONS

Alternative locations for the garage were considered west of the Center (see Figure 18). A new garage could be constructed along either Winston Drive or Buckingham Way in the southwest or northwest portions of the site. The location on the east side was considered better than either of the westerly locations by the project sponsor because traffic could use the new access point, thus avoiding the Winston Drive/Twentieth Avenue intersection where pedestrian/vehicular conflict is now heavy (see EE76.74, p. 157).

If the garage were located on the west side, traffic would still approach the Center primarily from the Nineteenth Avenue side and this traffic would have to pass through the Center from east to west. Travel distance and pedestrian/vehicle conflicts along Twentieth Avenue would be greater with a parking garage on the west side of the Mall. The new access road would be less attractive with this alternative, reducing the beneficial effect of the new access on conditions at the Nineteenth Avenue/Winston Drive intersection. Neither of these alternative locations would result in increased traffic on residential streets.

A garage on the west side of the center would not be visible from Nineteenth Avenue, but would be visible from the



ALTERNATIVE GARAGE AND ACCESS ROAD LOCATION

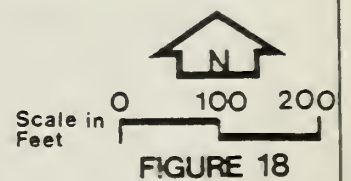


FIGURE 18

apartments west of the project site on Buckingham Way and Winston Drive. The impacts of this alternative on energy, noise, and economics would be similar to those of the proposed project.

This alternative would result in some imbalances in parking supply and demand. On an average day (5 October 1978), the east parking lot was 78% occupied and the west lot was 58% occupied. A garage in this location would increase the number of vehicles looking for spaces on peak days in the east lot and, upon being unsuccessful, going out into Winston and Buckingham to get to other lots or Bullock's garage.

Because of the longer search times, idling times and travel distances associated with this alternative, the air quality impact of this alternative would be greater than for the proposed project.

F. ALTERNATIVE LOCATIONS FOR A NEW ACCESS ROAD

Two alternatives for a new access road were considered, both being extensions of Buckingham Way. The first alternative was to extend Buckingham Way north of the proposed access road. This would provide an access road that the traffic engineer and project sponsor felt was too steep (approximately 18%). A new intersection in this location could also have interfered with the operation of the Eucalyptus Drive and Nineteenth Avenue intersection. There would be a greater impact on Muni, as the tracks would be in the street (see Figure 18, p. 69).

The other alternative access point would involve the extension of the south end of Buckingham Way to Nineteenth Avenue. This location would only provide access to those uses located south of Winston Drive. Although those uses generate traffic, an access point located south of Winston Drive would not relate to the proposed expanded Mall.

Allowing left turns from Nineteenth Avenue onto Eucalyptus Drive was considered as an alternative to a new access road. This is not physically possible as there is inadequate right-of-way to permit an additional lane of traffic for a separate left-turn lane. The City Traffic Engineer has stated that this was an unsatisfactory location for a new left turn due to the right-of-way problem.¹

The impacts of these alternatives on noise, air quality, and economics would be similar to those of the project as proposed.

G. NO NEW ACCESS ROAD

The effects of providing a new access road were analyzed in the discussion of traffic impacts (pages 29-36). Without adding a new access road, the Level of Service of the Winston Drive/Nineteenth Avenue intersection would be 'E' rather than Level of Service 'D', if the Upper Great Highway were closed

¹William Marconi, City Traffic Engineer, personal communication, 11 January 1978.

completely and diverted traffic chose to use Nineteenth Avenue during the sewer construction.¹ With existing and projected project traffic, Nineteenth Avenue would operate at a Level of Service 'D'.

This alternative would result in greater traffic congestion and increased air pollutant emissions along Twentieth Avenue from autos entering the parking garage. Delays to MUNI buses and pedestrian/vehicle conflicts would be greater than for the project as proposed. Impacts in other areas, such as noise and economics, would be similar to those of the proposed project.

● H. NO CROSSWALK AT NEW INTERSECTION WITH 19TH AVENUE

This alternative would not change the intersection or traffic signals but would omit the crosswalk and the pedestrian phase of the traffic signal proposed for the north side of the intersection. The proposed interruption in the fence for left turn movements of vehicles from northbound lanes of 19th Avenue into the Center would leave an open space making it possible for pedestrians, especially students from Mercy High School, to cross 19th Avenue at this point. With no crosswalk, pedestrians would need to walk 680 feet south or 700 feet north to cross 19th at a marked crosswalk. Rather than walk these distances, pedestrians might attempt to cross at the opening leading to the new access road without crosswalk or signal safeguards. If this alternative were implemented, operation of the intersection would improve,

¹City and County of San Francisco, Final EIR, West Side Transport/Storage Project, EE75.304, July 1977.

resulting in fewer traffic delays than would occur with the crosswalk and pedestrian signals.¹ There could be an increase in pedestrian-automobile conflicts if crossings were made in spite of the lack of a crosswalk. A mitigation measure to reduce this potential hazard would be installation of a fence or bar along the sidewalk on the east side of 19th Avenue with an instruction to use crosswalks to the north or south. The existing driveway leading to a service and parking area behind Mercy High School interrupts the sidewalk opposite the proposed new intersection. This driveway would not be blocked by the pedestrian crossing barriers. The barriers would discourage crossing 19th Avenue from the sidewalk; however, their effectiveness would be reduced by the driveway opening.

Staff of the Department of Public Works have expressed concern over no pedestrian crossing facilities at the new intersection and safety of students who might cross 19th Avenue. MUNI staff have indicated that they think the crosswalk and pedestrian signals could cause hazards, particularly during peak traffic periods when the "walk" signal would be timed to require two light cycles to cross, with a wait on central islands adjacent to MUNI tracks. Rather than waiting, pedestrians may attempt to cross the street in one cycle. The decision whether or not to implement this alternative, and what mitigation might be needed, would be made following consultation among staff from MUNI and DPW and from the California Department of Transportation.

¹Telephone conversation with Jean Follette, traffic engineer, Barton-Ashman, 5 April 1979.

I. ALTERNATIVE HEATING AND COOLING SYSTEMS

The feasibility of using solar power to supply part of the center's energy needs was investigated. With current technology, solar space- and water-heating are most practical. For the proposed mall, space heating is seldom needed, as the mall would be virtually self-heating with heat from the lighting system and people in the mall. The small demand for hot water in the mall (bathroom use) would not justify the cost of a solar hot water system. Practical solar energy systems for the largest energy uses in the mall, electricity for ventilation, lighting and air conditioning, are currently not available, according to the project architect.

Several variations of central systems were considered. The drawbacks of a central system are its higher static air pressures (requiring greater energy), and difficulties in maintaining adequate flows for ventilation throughout the entire Mall when the required flow of outside air is at a minimum. A high efficiency water-cooled, central refrigeration system was considered but was found to be less efficient than the rooftop units with economizer cycles. A heat reclaim system was rejected because such a system requires that the refrigeration system be operated whenever either heating or cooling is required, as the heat is reclaimed from the refrigeration system.

VII. RELATIONSHIP BETWEEN SHORT-TERM
USES OF THE ENVIRONMENT AND THE
MAINTENANCE OF LONG-TERM PRODUCTIVITY

The project would intensify uses of the site and renovate the existing Mall. The ultimate purpose of the project is to increase the attractiveness of the shopping center in an effort to compete more favorably with other existing shopping centers. The project was selected from all alternatives as providing the greatest potential for increasing the ability of the Center to compete with other, similar facilities.

The proposed project would increase the short-term productivity of the site in terms of employment and economic returns to state and local government from sales and property taxes. The non-economic productivity of the site, in terms of recreation, natural amenities, aesthetics and production of goods would be further reduced by the additional traffic, noise, air pollution and physical modifications to the site.

By increasing the attractiveness of the center, the project would contribute to improved productivity and economic health of the entire center. In that the project is designed to increase the center's ability to compete, the productivity of other similar facilities might be reduced.

VIII. IRREVERSIBLE ENVIRONMENTAL CHANGES

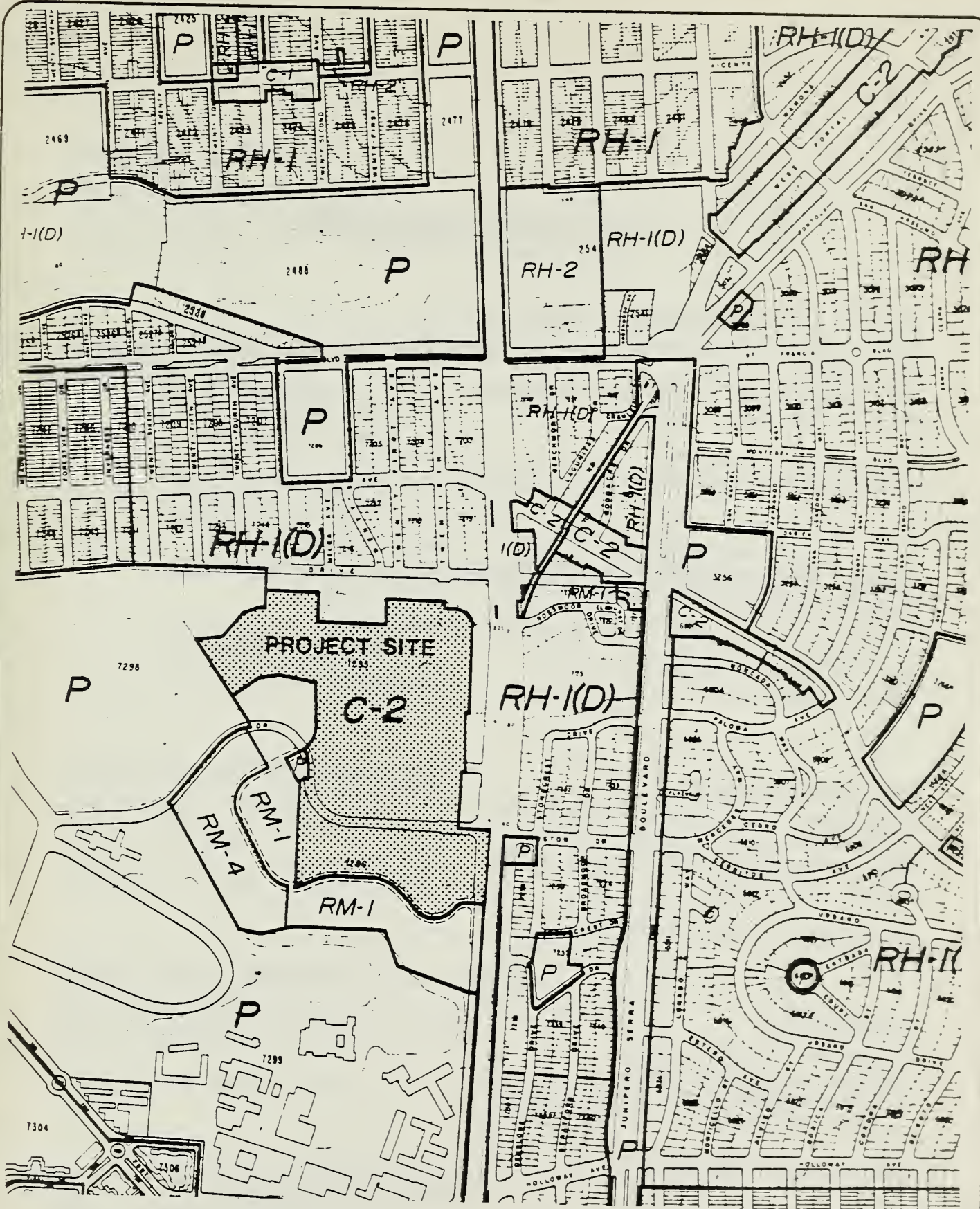
The construction of the enclosed Mall, parking garage, and new access road would require the use of non-renewable resources for materials and energy. The additional energy demand of the proposed project would increase the use of non-renewable fossil fuels.

IX. THE GROWTH-INDUCING IMPACT OF
THE PROPOSED ACTION

The enclosure of the Mall and addition of a second level of stores is expected to increase patronage to the Center and increase sales within the Center by \$16 million. Retail sales within San Francisco are expected to increase by \$14 million due to the project. Because the existing zoning in the surrounding area is residential, it is unlikely that new commercial business around the periphery of the Center would be stimulated by this new activity, as has occurred at other regional shopping centers. (see Figure 19)¹

¹Other regional shopping centers where peripheral development has occurred include:

- Serramonte, Daly City: office and retail
- Tanforan, San Bruno: retail discount stores
- Hilltop, Richmond: offices
- Northgate, San Rafael: community center, retail, office
- Eastridge, San Jose: office and retail



ZONING MAP



FIGURE 19

X. EIR AUTHORS; ORGANIZATIONS
AND PEOPLE CONSULTED

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Coordinator: Edmond Ezra

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City and County of San Francisco

Department of City Planning
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Division of Traffic Engineering
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Norman Brae, C15866, Traffic Engineer
Scott Shoaf, C17656, Traffic Engineer
Mark Rand, TR00935, Assistant Traffic Engineer

Municipal Railway
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Attention: Tom Matoff

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Attention: Don Ralya

Ocean Avenue Merchants Association

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San Francisco, California 94112
(415) 239-7776
Attention: Roger Miles

● San Francisco State University

1600 Holloway Avenue
San Francisco, CA 94132
(415) 469-2222
Attention: Chief John Schorle

XI. DISTRIBUTION LIST

REGIONAL

Bay Area Air Pollution
Control District
939 Ellis Street
San Francisco, CA 94109
Attn: Ralph Mead

Association of Bay Area
Governments
Hotel Claremont
Berkeley, CA 94705
Attn: Chuck Forester

SAN FRANCISCO

Human Rights Commission
1095 Market Street, Room 501
San Francisco, CA 94103

Committee for Utility Liaison
on Construction and Other
Projects (CULCOP)
c/o GES - Utility Liaison
City Hall, Room 363
San Francisco, CA 94102
Attn: Herman Beneke

Public Utilities Commission
949 Presidio Avenue
San Francisco, CA 94115
Attn: John Wentz, Manager
of Public Utilities

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San Francisco State University
1600 Holloway Ave., S.F., CA 94132
Attn: Mimi Sayer

Hastings College of the Law
Library
198 McAllister Street
San Francisco, CA 94102

Government Documents Section
Stanford University
Stanford, CA 93063

Environmental Protection Agency
215 Fremont Street
San Francisco, CA 94105
Attn: Jean Circiello

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San Francisco, CA 94103
Attn: Dale Champion

San Francisco Progress
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San Francisco, CA 94103
Attn: Dan Borsuk

San Francisco Examiner
110 Fifth Street
San Francisco, CA 94103
Attn: Jerry Burns

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XIII. SUMMARY OF COMMENTS AND RESPONSES

LIST OF THOSE COMMENTING

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City Planning Commission

Yoshio Nakashima, Member
City Planning Commission

Charles Starbuck, Member
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Thomas Matoff, Member
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West of Twin Peaks Central Council

Mr. Robert M. Courting
Courting Stationers

Bob Israel
Hastings Mens Store

XIII. SUMMARY OF COMMENTS AND RESPONSES

A. TRAFFIC CIRCULATION PATTERNS

Comments:

Commissioner Bierman: "Was he saying that there is no exit going north?"

Mr. Quarry: "I live very close to the corner of 20th Avenue and Eucalyptus and I didn't hear any comment as to the increase in traffic there."

"As I understand it, there is no way to get out of the parking lot going north under the current plan, and I was wondering what effect that is going to have on that intersection, and if it is possible to change it to have the access going north so that the people going into the lot can get out of it without going up 20th Avenue."

". . . If this garage has no access to get northbound on 19th Avenue the traffic is either going to have to go this way or go north right by my house. And there is a substantial amount of traffic now."

"Do you see any other traffic signalization or engineering measures that could be taken at that intersection to expedite street flow of transit vehicles through the intersections of 20th and Eucalyptus?"

Commissioner Dearman: ". . . the turning lane wouldn't be on the transit tracks? I couldn't picture where it would be."

Mr. David Foster (Associated Students, S.F. State): "First, construction of the parking facility and access road will cause some congestion on 19th and 20th Avenues, and also Eucalyptus and Winston Drives. Perhaps the arrival of construction supply vehicles could be scheduled for nonrush hours. How would the MUNI service be affected? The report should indicate any proposed alterations of routes and schedules caused by construction (some were necessary during the construction of the Bullock's bridge). The rerouting mentioned on page 66 should be described. . . ."

"The traffic flow on Nineteenth Avenue is a major concern for students. The proposed project and possible future construction on our campus will add to the traffic flow on the site. You have already heard from one student concerning the access road. The proposal for a left turn should be separated in the analysis given on pages 37 and 72. I have experienced waits at the "timed" signals on Nineteenth, and do not agree that streetcars are not delayed by turns across their tracks. Further analysis is needed of

1. the impact of left turn northbound as a separate item,
2. the traffic impacts of a queuing lane on this busy avenue,
3. the construction impacts of the access."

Mr. Barry Pearl (San Francisco State University student): "The present status of traffic congestion at 19th Avenue and Winston Drive requires discussion of potential alternatives. As reported in the present EIR, the present traffic level at the intersection is at service level D. Future traffic levels could reach level E with enclosure of the mall, but without the proposed new access road. The new access road as an entrance to the proposed garage is desirable; however, the proposed left turn lane from northbound 19th Avenue should be removed from the proposed project. . . ."

"Additional delays to 19th Avenue traffic southbound would not be as great for the M-line; however, delays to auto and bus traffic may become intolerable. At present, traffic delays occur at all four major intersections along 19th Avenue: Sloat Boulevard, Eucalyptus Drive, Winston Drive and Holloway Avenue. Creation of a new intersection will surely create a new point of traffic congestion and long lines of cars during commute times, weekend periods and major shopping days."

"I propose elimination of the northbound 19th Avenue portion of the proposed access road. Separation of north and southbound auto access into the shopping center could be accomplished by this method. To encourage use of the new access road by southbound auto traffic, the right-turn only lane at 19th Avenue and Winston Drive could be eliminated. Thus, the Winston Drive access road would be used exclusively by northbound 19th Avenue and westbound Winston Drive traffic. Separation of north and southbound 19th Avenue auto access to the center is the most desirable goal in light of the proposed mall renovation project."

Ms. Eleanor M. D'Agostini: "Nineteenth Avenue is a major throughway between the counties to the south of San Francisco and, via Golden Gate Bridge, to the counties to the north. Therefore, this is not the appropriate place for further traffic congestion and pollution that will be caused by an even busier shopping center. At peak hours the traffic is already backed up at each major intersection to the north, south, and west of the Stonestown Shopping Center. . . ."

"Just to the south of Stonestown is San Francisco State University with their main entrance on 19th Avenue and Holloway with its traffic congestion and pollution. If there is one incident here, and there are many because of the constant flow of students on foot and in cars catching buses and streetcars, then the traffic quickly backs up for blocks. . . ."

"There is also Lowell High School whose campus is directly to the west of the Stonestown Shopping Center which at the beginning and end of the school day creates traffic congestion and resulting pollution. Mercy High School is directly across 19th Avenue from Stonestown with its student and traffic problem. . . ."

"In the summer months when there are performances at Stern Grove, at Sloat and 19th Avenue, on Sunday, the traffic and resulting congestion is horrendous."

Mr. John Azeveda (Merced Manor Property Owners Assoc., Inc.):

"We are deeply concerned about the intersection at 20th and Eucalyptus Drive with its present heavy pedestrian traffic flow and its equally heavy use by vehicular traffic in, out, and by the shopping center."

"We would strongly urge that the proposed new entry from Nineteenth Avenue be redesigned so as to provide egress for vehicles to proceed north on 19th Avenue, thus relieving the additional load to be anticipated at 20th and Eucalyptus Drive."

Mr. George Tainter (West of Twin Peaks Central Council): "The proposed new signalized intersection north of the Baptist Church should be so designed as to allow egress easterly across Nineteenth Avenue to allow traffic flow to turn left and proceed NORTH on 19th Avenue."

Mr. Gil Sams: "Is there enough room for pedestrian islands at the new entrance?"

Mr. Jerry F. O'Shea, CALTRANS District 04: "The predicted traffic operations suggested in the document for the new access road may be optimistic when the following constraints are considered--pedestrian activity, Mercy High School directly across the street, possibility of a street car stop or street car preemptor and 12 second green time for left turns."

Response

The importance of 19th Avenue as a thoroughfare, and capacities and levels of service at major intersections are discussed on pages 30-36 of the DEIR and pages 126-133 of EE.76.74. Predicted congestion levels are discussed on pages 29-36 of the DEIR.

The number of additional trips crossing Eucalyptus on 20th Avenue would be 10 in each direction during the peak hour. During the same period, there would be an additional 40 vehicles turning right from 20th onto Eucalyptus, and an additional 5 turning left (see Figure 13, page 32). There would be 5 trips, to and from the west leg of Eucalyptus onto 20th Avenue (southbound to Stonestown), and 40 trips turning right from 20th Avenue onto Eucalyptus (northbound from Stonestown) without the new access road. With the new access road, the number of new trips turning left from Eucalyptus onto 20th Avenue (southbound into Stonestown) would be reduced by 5 vehicles and all other movements would remain the same. Existing trips turning left from Eucalyptus to 20th Avenue would be reduced by approximately 100 vehicles during the peak hour (33%).

To avoid delay of buses during construction, it may be necessary to reroute buses serving 20th Avenue onto 19th Avenue.

The left-turn lane to Stonestown would not be on the MUNI tracks, it would be adjacent to the right side of the tracks. Removal of 35 parking spaces along the east side of 19th Avenue would provide street width for this turn lane. It would be in the same location as the outside left-turn lane at 19th and Winston.

Northbound streetcars currently have to stop north of the proposed intersection in order to cross 19th Avenue to the east.

The proposed intersection would include signal pre-emptors that would eliminate delays from left-turn interference. Delays at the intersection for streetcars would be the same as now, although the location where they stop would be moved south.

The left-turn lane has been designed to provide storage for up to 8 vehicles. The maximum storage that would be required would be for 4 vehicles, assuming 115 vehicles turning left and a signal cycle of 65 seconds. On Sundays, the signal cycle would be 90 seconds and the required storage would be for 5 vehicles. The turning lanes would not interfere with northbound traffic.

Removal of the left turn at the entrance would eliminate the major benefit of the new entrance, i.e., reduce the number of vehicles turning left at Winston. Without the left turn, the Winston/19th intersection would operate at a Level of Service E. It was estimated that one-half of those persons turning right into the new entrance are now turning right at Eucalyptus and one-half are now continuing to Winston to turn right. Those persons turning right at Winston could have destinations either at Stonestown or west of Stonestown. Persons going to Bullock's, Stonestown Market or any other retail establishment south of Winston would probably continue to turn at Winston.

Elimination of the southbound right-turn lane at Winston/19th Avenue would not encourage the use of the new access road by southbound shoppers. In the DEIR, it is assumed that all southbound shoppers who have destinations served by the new road would use the new road. The existing right-turn lane is needed by the traffic that does not stop at the center, but rather travels westerly to the Lake Merced area.

The limiting factor for capacity at the Winston/19th Avenue intersection is the northbound left turns. Limiting the

northbound traffic to Winston Drive only and the southbound traffic to the new access road only would not alleviate congestion.

Left turns onto 19th Avenue from the new access road were not included in the design because of the impact on MUNI streetcars. The left-turn movement could be worked into the signal timing so as to not interfere with signal progression on 19th Avenue, but it would have to increase delays to MUNI streetcars at the intersection.

Lowell High is located several blocks west of Stonestown on Eucalyptus Drive. Impacts on traffic volumes adjacent to Lowell High and Mercy High School are shown in DEIR, pages 31-32. The project would increase traffic during the peak hour by 10 cars (8%) near Lowell High and by 15 cars (1%) adjacent to Mercy High School.

The second paragraph on p. 19 now discusses the effect of Stern Grove performances on 19th Avenue traffic.

It would be possible to install pedestrian islands on each side of the MUNI tracks in the pedestrian crosswalk at the new entrance. The pedestrian islands would be 5 feet wide and would start at the curb along the MUNI tracks. It would be necessary to relocate the lane striping and to cut back the north curb return at the new entrance to provide for a free right turn. A new Figure 13A, showing the proposed pedestrian crossing in relation to the MUNI tracks and the proposed intersection has been included in the FEIR.

According to the project traffic engineer, pedestrian activity at the proposed intersection would be intermittent and light. Because Mercy High School is the only major pedestrian trip generator on the east side of 19th Avenue, pedestrian crossings would mainly occur near 9 a.m., noon, and 3 p.m. on weekdays, and would seldom occur during the peak hour or weekends.

The streetcar pre-emptor would operate in conjunction with the pedestrian signal, with the left turn signal and pedestrian signal being interrupted by the streetcar pre-emptor. Pedestrians who are crossing when a streetcar approaches would take 2 cycles to cross, waiting at the pedestrian islands.

A time-space analysis prepared by the project traffic engineer has shown that the signal could operate with adequate timing for all movements. Pedestrian crossing facilities could be eliminated at the new intersection. A new alternative H, page 72, has been added to discuss this possibility.

B. MUNI IMPACTS

Comments

Chairman Rosenblatt: "On page 64, where it talks about transit usage . . . could increase. Is that feasible? And I assume you would measure that by looking at MUNI's capacity to deal with the transit increase that would be related to the reduced size of the garage. Or any other way to test whether it is feasible. But that would be the principal one, I would think."

Mr. Matoff: "Page 36, the middle paragraph. There is a discussion of the possible installation of a signal at 20th and Eucalyptus. And it is not clear to me why that won't work. . . ."

". . . perhaps you can respond to another question, which is at the top of page 37. MUNI railway previously raised the question of transit-only lanes along 20th Avenue. And you indicated that there is adequate width to accommodate only one transit-only lane. I wonder if you could explain that."

Barry Pearl: "Although a streetcar preferential signal would be installed at the new access road, the determination that no additional delay would result is highly questionable (page 36). At present, the major delay for the M streetcar along 19th Avenue is at the Winston Drive intersection. As indicated on page 37, creation of the new access road would not allow sole transit use of the centermost left-turn lane. Thus, the major delay for northbound M-line streetcars would remain and would be compounded by the proposed new access road."

Response:

The increase in transit use (1200 trips) that would have to occur to eliminate the impacts of providing a smaller garage would result in peak-hour increases of approximately 5 to 10 persons per transit vehicle serving the center. It would appear that on the basis of available capacities this increase would not cause any capacity problems on any of the lines serving the center, with the possible exception of the M-line during peak loading periods at San Francisco State. At the present time, it is difficult to predict what would happen in the future due to proposed changes in MUNI routing and the increased costs in gasoline. These two factors could alter transit use and ridership patterns.

Concerns have been expressed about transit impacts at the intersection of 20th and Eucalyptus. The installation of a signal at that intersection would cause greater delays for MUNI buses. The intersection presently operates on a 3-way stop with free movement allowed along the east leg of Eucalyptus Drive.

As explained on page 36 of the DEIR, the proximity of the 20th/Eucalyptus and 19th/Eucalyptus intersections would necessitate signal timing such that vehicles turning right from 19th onto Eucalyptus would have to stop at the signal at

20th and Eucalyptus. Buses would also have to stop at this intersection, whereas they are now allowed a free left turn onto 20th Avenue.

According to the project traffic consultant, left-turn exiting at the new access road was considered, but was not recommended because (1) these turns are accommodated now at the Eucalyptus Drive intersection, (2) the mall expansion would increase the number of these left-turning vehicles by 30 or 13% during the evening peak hour, and (3) the proposed new intersection with 19th Avenue would operate more efficiently with the left-turn restriction.

According to the project traffic consultant, the present operation of 20th Avenue and Eucalyptus Drive (i.e., as a three-way stop) is the optimum operation for MUNI buses.

MUNI has requested further explanation of why 20th Avenue, located in the Stonestown Center, would be able to accommodate only one transit-only lane. Subsequent analysis shows that 20th Avenue is wide enough so that transit-only lanes could be implemented. Under MUNI's 5-year plan, the No. 18 and 28 bus routes would be removed from 20th Avenue and the 18 bus route would not serve Stonestown. Discussions on 14 March 1979 with Luther Freeman, Transit Planner at MUNI have led to a proposal that would provide service to Stonestown and allow transit only lanes along 20th Avenue. The proposed route change would require the No. 28 bus line to leave 19th Avenue at Eucalyptus, turn onto 20th Avenue and follow 20th Avenue to the new access road. It would use the new access road to return to 18th Avenue and would then turn southbound on 19th Avenue. The northbound 28 route would use the same path, in the opposite direction, taking advantage of the left turn at the new entrance.

Transit only lanes would be provided between the new entrance road and Buckingham Way. There would be one stop within

Stonestown, in front of the Emporium. This would consolidate the present stops on 20th Avenue into 1 stop. The passengers that used the stop now at Winston Drive between 19th and 20th would be served at the corner of 19th and Winston, where there are existing stops. This routing system would avoid the Winston/20th Avenue intersection which can cause delay to buses during peak shopping periods; 20th Avenue is wide enough so that transit-only lanes could be implemented. The portion of the construction of the access road which would affect the MUNI M-line would take less than one week, during daytime, off-peak time.

The proposed new access road off 19th Avenue and the left-turn lane from 19th Avenue into the road have generated concern. As stated on page 14 of the DEIR, the new left-turn lane would not be on the MUNI tracks. The restriping of northbound 19th Avenue allows for 3 through lanes and a left-turn lane.

At present, northbound vehicles are stopped just north of the proposed access road to allow for the crossing of the M-line streetcars. With the new access road, the northbound vehicles would be stopped sooner. Streetcars presently must wait for northbound vehicles to be stopped. With the new access road, the streetcar wait should not be any longer than it is now.

Today, northbound MUNI streetcars must wait just north of the proposed access road to cross 19th Avenue. With the new access road, they would wait just south of the new access road. Preemption would operate as it does today. Therefore, delay would be no worse than it is today.

C. USE OF PRESENT GARAGE

Comments

Mr. Twichell: "I would remaind you that on the average shopping day the parking facilities there are used only to 70% capacity. And there are very few days during the year that the present parking is utilized and the Bullock's garage itself is utilized."

Response

The fact that the parking supply is not fully used every day of the year is discussed on pages 20 and 21 of the EIR. Parking supply at a regional shopping center is not considered excess if not fully utilized on an "average day."¹ Retail facilities seek to provide parking on the basis of "peak-day" activity levels because customer demand at these times of the year accounts for an important percentage of annual sales. The month of December, for example, accounts for 20% of the annual sales at Stonestown.

A count of parked vehicles in the Stonestown lots on 23 December 1978 showed that the existing parking supply was used and that the Bullock's garage usage is increasing as projected in the previous EIR (EE 76.74). (See page 19 of DEIR.)

The parking ratio accepted by the shopping center industry as a national standard is 5.5 spaces per 100 sq. ft. of gross leasable space.² Barton Aschman Associates recently completed an update of this study which suggested that this ratio could be lowered to 5.0 spaces/1000 sq. ft. of gross leasable area.

¹Urban Land Institute, Shopping Center Development Handbook, 1977.

²Ibid.

Stonestown, at a proposed ratio of approximately 4.0, would be below the industry standard. Any reduction in the proposed parking supply would result in an increase in the number of days when the parking supply would be inadequate. (Pages 63-68 of DEIR.)

D. PARKING IMPACTS

Comments

Mr. John Azevedo (Merced Manor Property Owners Assoc.): "Parking should be encouraged within the center for employees, particularly those employed in and about the medical building who now 'spill over' onto and beyond Eucalyptus Drive even though ample vacant stalls are available within the center."

"Ample convenient and well-policed parking should be made available to all those involved in the construction of the proposed additions to Stonestown."

Mr. George Tainter (West of Twin Peaks Central Council):

"Acceptable and policed parking spaces should be provided all employees to discourage them from parking in the surrounding neighborhood."

"Similar parking spaces should be provided to the construction workers for the same reason."

Response:

According to the project traffic engineer, parking of Stonetown employees in residential areas is a problem near the medical building, where on-street parking is closer and more convenient than on-site parking. This parking on residential streets could be reduced through use of time restrictions or residential parking

permits. Such restrictions would cause inconvenience for residents and their visitors. Because these are City streets, such changes would have to be made by the City.

E. S. F. STATE CUMULATIVE IMPACT

Comments

Mr. Twichell: "First of all, San Francisco State University is also contemplating some sort of parking structure accessing on 19th Avenue. Comments made in relationship to the traffic load on 19th Avenue, the possible congestion caused on 19th Avenue, the possible delay to transit vehicles and traffic in general . . . have a cumulative basis." [oral comment]

Mr. David Foster (Associated Students): "San Francisco State University is currently participating in a Transportation System Management (TSM) Program. What are the possibilities of such a program for Stonestown? A cooperative effort between the two institutions could reduce the impacts of the project and improve transit service overall."

"One TSM measure would be to install bus shelters at bus stops now lacking them. This would increase ridership and provide valuable advertising space."

Mr. Barry Pearl: "Consideration should be given to the effect of the proposed project on the neighboring San Francisco State University campus. Little if any mention is given to the effect of the proposed project on the nearby campus."

Mr. Twichell: "In relation to the proposed garage, San Francisco State University is also proposing a 900-square garage in the vicinity, also accessing on 19th Avenue. Especially since the City has limited control over the SFSU garage, it is important that this Amendment discuss the cumulative impacts

of the two proposed garages on the traffic levels, congestion, pollution and other negative traffic impacts on the surrounding residential neighborhoods." [written comment]

Response

According to John Schorle, Director of Public Safety at San Francisco State, a 900-car parking garage for employees, faculty and students is currently in the school's Master Plan. The Master Plan is undergoing a revision at this time and it is expected that the garage would remain in the Plan. There is currently no action being taken on the matter; if and when a decision to build the garage is reached it would be estimated to take 3-5 years to complete. This information has been added to page 35 of the EIR.

The effect of the combined Stonestown and San Francisco State University garages would be to increase traffic on 19th Avenue by about 5%. Cumulative increases in noise and air pollution of the same magnitude would also occur.

Traffic impacts of the proposed project would occur along 19th Avenue. Traffic increases would be 30 and 35 vehicles northbound and southbound on 19th Avenue, respectively, during the peak hour. This 1-2% increase in traffic volumes would not affect levels of service, or cause changes in traffic patterns to or from San Francisco State University.

Bus stops within Stonestown are proposed to be consolidated with the new access road and new routes proposed in the MUNI 5-year plan. There would be shelter from weather, at the covered walkway in front of the Emporium or from a bus shelter on the east side of 20th Avenue.

The potential for vehicle trip reduction through Transportation System Management (TSM) is discussed on pages 65-66 of

the DEIR. The project sponsor would consider a joint Stonestown/S.F. State TSM proposal, although Stonestown has no such proposal at this time.

F. ALTERNATIVES TO THE PROPOSED PROJECT

Comments:

Mr. Twichell: "I would like to say that it seems to me that the alternatives offered in the transportation aspects of this project are not adequate. The only things that have been discussed are a parking garage and what size the garage, an access road and where the access road would go."

". . . this not being a freeway, auto-oriented community . . . there are other transportation alternatives dealing with the use of transit back and forth to this site that would be far less expensive and if marketed in a creative way would be far more advantageous to (sic) this development."

"There is a whole host of alternatives dealing with provision of shuttle buses between this site and Daly City or the providing of transit passes rather than free parking to people who shop in this area. Some kind of alternative shuttle service within the area for S.F. State and Stonestown collectively."

Mrs. D'Agostini: "I . . . question how much this is going to help BART, unless there is something done about the additional transportation between BART and Stonestown . . . there should be some shuttle bus system . . . that way you would cut down the need, perhaps of more garage space and more parking and exits and entrances."

Chairman Rosenblatt: "Page 63, the paragraph marked Smaller Parking Garage, the middle of the paragraph, according to the

project traffic engineer, 'A garage of less than 300 spaces would be a practical limit based on cost.' . . . I couldn't understand 'practical limit' up or down. It just needs rephrasing to make it clear. . . ."

"On page 65, the first full paragraph. 'Thus, if 5% of the trips to the new center were diverted,' etc. Could that figure somehow be logically related to the specific, suggested alternatives? That is, the two different sizes of garage in terms of how much business you are talking about shifting out of the area?"

"And in that--there must be some kind of an assumption about how many people would go outside of San Francisco. . . . is it possible . . . to make those kinds of estimates? How many people can get out of their cars to use transit realistically and what is the impact of that versus going someplace else outside of the county?"

Commissioner Mignola: "Has any examination been made of the possibility of some sort of grade separation, overpass, underpass on 19th Avenue adjacent to Stonestown so as to improve traffic flow and access to Stonestown?"

Commissioner Matoff: ". . . there are other transit priority measures that could be evaluated that have not to date been evaluated for this project. . . ."

"I would like to see a more thorough discussion of the transit priority scheme for a more transit-oriented solution to the traffic flow problems through Stonestown."

Mr. John Twichell: "Of much greater importance to me is the lack of a transit alternative in the Amendment's discussions. While I encourage the mall expansion of Stonestown, it is my firm professional judgment that an additional parking facility,

as well as an additional access road off 19th Avenue, are not needed. Present parking is not fully utilized, the Bullocks garage is barely half-full the great majority of the time. And yet, the proposed alternatives for the Shopping Center do not separate the traffic facilities from the shopping center expansion. I feel that a transit alternative needs to be fully explored in the Amendment, citing such alternative measures as shuttle buses, transit priority lanes, subsidy of increased transit service to the facility, promotion of free transit passes to shoppers, joint transit approaches with San Francisco State University, BART, MUNI, SamTrans, and so on.' The City's Transit First Policy has to be enforced, especially in already-congested residential areas; in Stonestown's case, more than adequate parking for all but a few days a year is already in place.

Mr. Barry Pearl: "Has Stonestown ever considered establishment of its own shuttle bus system to institute the dial-a-ride system? This system could be designed to serve the surrounding residential neighborhoods or in areas in the Northern San Mateo area."

Response:

Transit incentives and Transportation System Management (TSM) measures as alternatives to additional parking are discussed on pages 65-66 of the DEIR.

It is proposed to give transit priority through Stonestown by retaining MUNI service on 20th Avenue where it more directly serves the mall, and providing transit only lanes along 20th Avenue within Stonestown. Buses would enter/exit Stonestown via the new access road, thereby avoiding congestion and delays that currently occur at the Winston Drive/20th Avenue intersection. Bus stops would be consolidated, with the new stop

adjacent the Emporium, where an existing overhang provides protection from the weather.

The project sponsor considers a shuttle bus between BART and Stonestown as a duplication of existing service. MUNI Route #91 currently serves these two areas. Under the proposed 5-year plan for MUNI, this service would be provided by Route #28.

A shuttle bus/dial-a-ride system for Stonestown patrons would be an expensive service that would duplicate existing MUNI service, according to the project sponsor. According to the project traffic consultant, such a system would probably attract current MUNI users, and would therefore compete with MUNI.

The proposed rerouting of buses servicing Stonestown via the new proposed access road and transit-only lanes along 20th Avenue would improve access between BART and Stonestown. BART would also benefit from a \$70,000 annual increase in BART sales tax revenues (page 50 of the DEIR).

There is currently no logical way to relate the provision of a smaller garage (and fewer parking spaces) to an estimate of trips diverted to other centers. As discussed in the DEIR, a shortage of parking could have three results: (1) transit trips could increase, (2) people could park outside the center, or (3) trips could be made elsewhere. According to the project traffic consultant, transit facilities could accommodate an increase in patronage, but whether such an increase would occur is speculative. Difficulties in predicting the proportion of new transit trips versus trips diverted to other centers are a result of the fact that this would be a personal choice by each patron and would be influenced by the time of year, weather, economic conditions, and the patron's previous experiences at Stonestown.

The 5% diversion of trips to other centers discussed on page 65 is not related to an estimate of actual diversion. It was selected as an example to indicate the potential for loss of sales and tax revenues that might occur if such a diversion took place.

According to the project traffic engineer, an overpass would be impractical due to the height difference between 19th Avenue and 20th Avenue. An underpass would not be practical, as it would not provide access to the second level of the garage. Both of these alternatives would be expensive (greater than \$1 million), presumably to be paid for by the project sponsor.

The project sponsor is preparing a plan to be presented to the Stonestown Merchants Association for the development of a public transportation assistance program that would be financed and implemented by Stonestown tenants. Such a proposal would probably take the form of transit discounts for patrons who come to Stonestown by transit.

G. OCEAN AVENUE IMPACTS

Comments:

Mr. Ralya: "Ocean Avenue has some major problems, as most of you know. We are losing about \$7 million a year in our immediate trade area. We have some deteriorating buildings. We lack goods and services for it to serve 18,000 people in the immediate area. And we have many small businessmen, 40 percent of which are minority, struggling to get along. And we are now undergoing a major revitalization program, with very strong support through public funds and from private sources and from the community. We have major public improvements going on in the way of crossways, new street trees and we

have the store front renovation program in process."

"What we need on the street are some new businesses in the form of a major supermarket . . . another bank or an S & L . . . a deli . . . a variety store. We have some vacant sites and we do have some vacant stores. . . ."

"What I would like to see in the way of assistance from the Stoneson people is not just advice and consultation, because we have got plenty of advice. . . We would like to have some help in actually getting some new businesses on to Ocean Avenue to make it a healthy environmental situation. . . . I think that the Stoneson people can be of great help to us in doing this in their screening of new tenants and referring the appropriate ones possibly to locations on Ocean Avenue, and to make the two areas compatible."

"Now, I will concede that the Stonestown project is more of a regional-type shopping center, whereas Ocean Avenue could be considered more of a neighborhood services type of area. But the two are very close. Ocean Avenue is only about a mile from Stonestown. The two are so closely linked that I think that whatever is done should be compatible and beneficial to both areas."

"So, this is what we would like in the way of a commitment from the sponsors. Thank you."

Chairman Rosenblatt: "On page 57, the discussion on the previous pages leads one in one direction of conclusion until you get to the paragraph, 'Additional retail outlets at Stonestown could delay the introduction of new retail uses on Ocean Avenue.' That doesn't flow. It may be correct, but you need some kind of a transitional comment there to make it a logical statement in this document. . . ."

"Everything up to that point describes why these two areas are very different. And then all of a sudden you make a statement that just is opposite, that there may be another kind of an impact or an opposite impact from the arguments that are made previously. It needs to be either removed or modified. . . ."

"If it is known at this point what the ancillary retail development for the facts in the Ocean Avenue areas are, I think that kind of thing should be specified, because if this paragraph remains in it relates to the discussion above."

"The middle of that paragraph indicates a proposed policy for the Commerce and Industry Element. That element has been adopted. But I would also question whether this is an appropriate application of that element of that policy. . . . It relates to major new commercial development, and discusses existing commercial areas. This is clearly an existing commercial area."

Mr. Robert M. Courting: "Reference is made to your upcoming hearing with the Planning Commission on 1 March. It has come to my attention that objection to your proposed plan is being made by various parties in the Ocean Avenue commercial area. . . . It would seem to me that objection (if any) would be more logical from the nearer merchants of Lakeside and West Portal commercial areas. I am sure that Ocean Avenue is so far removed from Stonestown influences as to be unaffected by any changes in the complex."

"Lakeside, which as I said is nearer, seems to be prospering and has no empty stores, and I understand that rents continue to rise there and space is at a premium--indicating a strong business base has continued to exist right in Stonestown's 'back yard.'"

"As you know, our company had a business on West Portal for

over 40 years. Our business there grew and prospered right on through the opening of Stonestown and continued through 1974--at which time our premises were sold by the landlord and we were forced to move out. Even at that time there was no empty space for us to relocate on the Avenue. We reluctantly had to forego the West Portal area in which we were still conducting a fine and profitable business. Since the time we left, there have been no empty stores on the street and again, the effect of the Stonestown complex is unfelt. I also note (one might say in spite of Stonestown) that new commercial buildings have been erected and are being erected on West Portal."

"These facts indicate to me that the proposed improvements to the Stonestown complex will have no effect on its nearest commercial neighbors."

Response:

Due to the close geographic proximity of Stonestown Shopping Center to Ocean Avenue, concerns were raised about the impact of the proposed mall expansion on revitalization efforts along Ocean Avenue. The merchants along Ocean Avenue have asked that whatever development takes place should be compatible with and beneficial to both areas. Pages 55 and 56 of the DEIR discuss the problems being experienced in the Ocean Avenue area and the objectives of the Ocean Avenue Revitalization Study. According to the project sponsor, a meeting was held with the Ocean Avenue Merchants Association to discuss the referral of potential tenants. The project sponsor has stated that an ongoing program of referring tenants to Ocean Avenue would be arranged through the project sponsor's leasing consultant.

Paragraph 2 on page 57 and paragraph 3 on page 53 have been revised to clarify the nature of the Stonestown/Ocean Avenue

competition and the relation of the project with Policy 4 of the Commerce and Industry element.

H. ECONOMIC IMPACTS

Comments:

Mr. Barry Pearl: "The stated goal of the Stonestown Renovation Project is to improve competition with other San Francisco Peninsula shopping centers and downtown businesses. A major point omitted from the EIR, on this point, is the comparison of average retail prices at the various shops within the centers. Stonestown has tried to establish itself as a center specializing in higher quality products, with a more exclusive clientele. This single factor may account for the failure to compete with other Peninsula centers rather than the physical condition of the mall, or the lack of parking space."

Mr. Bob Israel (Hastings Men's Store): "We believe that the additional space, plus a general upgrading of the center, will hold in San Francisco a tremendous volume of trade that has drifted to the Serramonte and Tanforan Centers."

"At this time, we have four locations in the downtown area, and we are happy to report that they are all vibrant operations."

"Our firm would welcome the additional space at Stonestown, and we are sure it would not damage the volume in downtown, but would enhance the image of the entire city."

Mr. Twichell: "The addition of an additional parking structure in an area would only serve to generate more auto use and congestion. It seems to me that would be a detriment rather than an addition to their gross sales."

Response:

The Stonestown Shopping Center has been perceived by some to be a center specializing in above average quality merchandise, and that this may account for its lack of competitiveness with shopping centers in San Mateo County. According to the project sponsor's economic consultant, Keyser-Marston Associates, "the average retail price" of goods at Stonestown and other centers cannot be ascertained. With the addition of Bullocks, Stonestown has a greater than average proportion of high quality merchandise than most shopping centers. The proposed expansion of the mall would widen price ranges of merchandise available at Stonestown, and particularly include lower-priced merchandise.

On page 50 of the DEIR, new sales in San Francisco are estimated at \$14.0 million annually, of which \$6 to \$8 million would be transferred sales from San Mateo County.

The transfer of sales from downtown to Stonestown would total 0.1% of downtown sales (page 53 of the DEIR).

Another concern expressed was that the additional parking would generate greater auto use and congestion and would be a detriment rather than an addition to gross sales. While trip generation would increase by 3,190 one-way trips per day, levels of service and congestion would not change with the additional traffic (see page 33 of DEIR). The new access road would improve traffic flow within the center at the Winston Drive/19th Avenue intersection.

The proposed parking structure is expected to accommodate peak parking demand at the center. Congestion would occur occasionally with a smaller garage (pages 63-68 of DEIR). As stated on page 49 of the DEIR, the project is expected to generate new sales of \$11.5 to \$19.5 million at Stonestown.

I. VISUAL IMPACTS

Comments:

Ms. Eleanor D'Agostini: "I live at 28 Stratford Drive and I . . . question the appearance of the garage that will be between 19th and 20th Avenue, because I think it would be visible to people on the street of 19th Avenue and to me that's quite objectionable."

Commissioner Starbuck: [Directed to Ms. D'Agostini] "Could you describe the visibility as far as this new garage where the site lines from your residence?"

Ms. Eleanor D'Agostini: "I live on Stratford. I probably wouldn't be able to see it. But I walk from my house, which is about three blocks away. I walk down 19th Avenue going north. And it would be visible. And people living across the street from that will be looking down on a big garage."

"I really don't think it is all that attractive in appearance, if it is going to be the same garage that is behind Bullocks."

Commissioner Starbuck: "There is a section in the EIR, 'Proposed parking garage would not extend about the height of 19th Avenue and would not be visible from residences across 19th Avenue. . . . ' I am not saying this is absolutely correct."

Ms. Eleanor D'Agostini: "There is an elevation there of the homes across from 19th Avenue that look down on Stonestown."

"Now, if that doesn't go any more than two stories that wouldn't be too bad, but if there is three stories--Even though there is an elevation there. I don't see how it can help but be higher."

Commissioner Bierman: ". . . My reading of the EIR was that the parking garage would not extend above the street level,

that it would be below. Is is going to be above street level on 19th Avenue or below? . . ."

"I am . . . thinking about the EIR accuracy. It gives an indication that from across 19th, east of 19th you wouldn't be able to see."

Mr. Brown (Architect): "I can't recall the height of the buildings on the other side and how far one would have to go up to obtain a line of sight. But I don't believe it would be visible."

Mr. Barry Pearl: "Figures 14 and 15 on pages 43 and 45 do not adequately portray the increased height of the mall due to the proposed second-story addition and enclosures. The figures should be altered to reflect the proposed addition. The major emphasis of the figures was to portray the effect of the new garage location on the surrounding area; however, the increased height of the mall would be of equal visual importance."

"I agree that the location chosen for the proposed parking garage, on the eastern portion of the mall, is preferable to either of the alternate sites west of the mall. Both of the western locations would be highly visible from the surrounding residential neighborhood."

Response:

The statement on page 60 of the DEIR that the garage would not extend higher than the surface of 19th Avenue and would not be visible from any residences is incorrect. The second to last paragraph of page 60 of the DEIR has been revised.

The elevation of 19th Avenue increases from Winston Avenue north. The south end of the garage would be above the height of the adjacent 19th Avenue, while at the north end of the garage the elevation of 19th Avenue would have increased so that the top of the garage is below the adjacent 19th Avenue.

The second paragraph on page 42 discusses the visibility of the proposed garage and mall. Figures 14 and 15 which show the garage and mall have been modified to show the additional height of the mall. The second paragraph on page 42 has been modified to describe the visibility of the garage from residences east of 19th Avenue.

The question of alternative parking lot locations and their visibility is discussed on pages 68-70 of the DEIR.

J. ENERGY

Comments:

Commissioner Bierman: "My second question or comment I was sure someone else would . . . on page 72 where you talk about the feasibility of using solar power I am not familiar with ever being satisfied with the comment that says the weather is not conducive to exploring solar energy."

Commissioner Starbuck: "On page 47 of the draft under the section called Energy Consumption: In the first paragraph it indicates that 'A daily electrical use for the mall and the garage would be 1,610 kilowatt hours.'"

"I would like, for purposes of a comparison, some indication as to what that translates into for let's say residential use per person, as far as consumption. Mainly because that figure standing alone doesn't mean anything to anyone unless it is compared to some other type of energy consumption."

"On page 59 under the section Reduced Water Consumption, it indicates that air cooled refrigeration equipment would be used, saving an estimated 70,000 cubic feet of water annually."

"I would like added to this what the increase in electrical power consumption, if there is, between water cooled and air cooled."

Mr. David Foster (Associated Students, S. F. State): "The energy analysis should include the energy embodied in the construction of facilities. Much work has been done at U.C. Berkeley and elsewhere in the last few years showing that the energy used in construction is a major factor in energy accounting and can actually mean a net decrease in economy for well-intentioned projects."

Mr. George Tainter (West of Twin Peaks Central Council): Since energy is expected to be in short supply in the future, we want the ventilation of the closed mall area to utilize the advantage of the natural sea breezes as much as possible. Likewise, we approve the use of natural daylight as much as practical."

Response:

According to the project sponsor, the problem of solar energy use at the Stonestown Mall is more a problem of technology than lack of proper climate. While the cloudy nature of the site would affect the cost-effectiveness and utility of solar energy applications, the major problem is that practical solar energy systems are currently available for space heating and water heating, while the major energy uses at the proposed mall would be ventilation and lighting.

The third paragraph on page 72 has been modified to reflect the above information.

Paragraph 1 on page 47 of the DEIR has been changed to include the residential equivalent of project electrical use.

The last paragraph of page 59 has been amended to include information on increased electrical use of air-cooled refrigeration systems.

As stated on page 58 of the DEIR, the heating, ventilation and cooling system would utilize an economizer cycle which allows use of outside air for cooling whenever the outside temperature is sufficiently cool.

The 15% skylighting used in the design of the mall is considered optimum by the project architect. While more skylighting would reduce lighting needs, it would also increase solar heat gains, requiring additional air conditioning. The 15% skylighting would minimize the total energy use of the cooling and lighting systems.

A paragraph has been added to page 47 of the DEIR to describe construction energy use.

K. SHORT-TERM VS. LONG-TERM ISSUES

Comments:

Commissioner Bierman: ". . . I don't understand page 74. 'Relationship between short-term uses of the environment and the maintenance of long-term productivity.' . . . It would seem to me that when you are talking about the short-term use of the environment, you would be talking about how it is used. And then as comparing it, some of the negatives would come into it. And they don't seem to, here. So, maybe you could take a look at that."

Response:

The second paragraph on page 74 has been revised.

L. TYPOS

Comments:

Commissioner Bierman: "Page 59. It says 'protected.' I think it means 'projected,' but I don't know for sure. . . ."

"Page 80 on the landmarks list is incorrect. I don't know how up to date that has to be, but there are some misspellings. I think a name is misspelled, but I think there are new members. . . ."

"On our commission, Mr. Wentz' name is still there. That shouldn't be. . . ."

"The lists of organizations on page 81, it does seem to me that nobody was listed from--at least I didn't recognize them. The names may be there, but--neighborhood organizations like OMI and the merchants group. But you could just check that maybe. Ocean Avenue Merchants and West Portal Merchants--it just seemed to me those two shopping districts should be in."

Mr. Barry Pearl: "On page 40, a minor correction should be made. Mercy High School is incorrectly identified as St. Mary's School."

Response:

All indicated errors have been corrected.

The Ocean Avenue Merchant's Association was included in the DEIR Distribution List under its President's name, Roger Miles. OMI and the West Portal Avenue Association have been added to the Distribution List for the Final EIR.

The List of Landmarks Preservation Advisory Board Members has been corrected.

M. PROJECT DESCRIPTION

Comments:

Commissioner Bierman: "'Office space converted to retail uses and 1750 square feet would be created.' . . . But this is what I don't understand, 'moving out the front of lower level floors.' Is that making them bigger? . . . do I understand you are moving them out toward the center of the mall or--. . ."

"So, the mall at that level would be smaller than it is now."

Mr. Jerry F. O'Shea, CALTRANS District 04: "The last paragraph on page 15 should be modified by inserting after . . . would be reviewed by . . . (subject to approval to Caltrans) or rephrased with that connotation. We are a Responsible Agency concerning this project."

Response:

Clarification of proposed changes to the Mall has been added to page 6.

The last sentence on page 15 has been revised.

N. FIGURES

Comments:

Commissioner Bierman: "You don't have Buckingham Way named. . . . Looking at the map on page eighteen, it looks like Winston goes on up north. You should name them so that you see the whole thing."

Response:

Buckingham Way is now indicated on Figures 8, 12, 13 and 18 on pages 18, 31, 32, and 69, respectively.

O. SUPPORTIVE COMMENTS

In addition to the aforementioned comments, letters expressing support for the project were submitted to the Office of Environmental Review from:

E. Frank Sacherer
168 Westwood Drive
San Francisco, CA

Ronald Balbi
5 Perego Terrace #8
San Francisco, CA 94131

Frederick Klemeyer
2146-19th Avenue
San Francisco, CA 94116

Erna C. Berndt
335 Buckingham Way #702
San Francisco, CA 94132

C. E. Schael
Florsheim Shoes
130 S. Canal Street #200
Chicago, Ill. 60606

Bartley S. Durent
The Emporium
San Francisco, CA 94103

Hastings 135 Post Street
San Francisco, CA 94108

Grodins
2225 Grant Street
San Lorenzo, CA 94580

Thomas Lorenzen
3052-20th Avenue
San Francisco, CA 94132

Robert Courting
Courtinings Stationers
24 Stonestown
San Francisco, CA

George Tainter
West of Twin Peaks Council
P.O. Box 27112
San Francisco, CA 94127

RESOLUTION NO. 8202

WHEREAS, A draft environmental impact report amendment to EE76.74, dated February 2, 1979, has been prepared by the Department of City Planning in connection with EE77.324, Stonestown Shopping Center Renovation Project, on the property described as follows: Stonestown Shopping Center, the area generally bounded by 19th Avenue, Buckingham Way, 20th Avenue and Eucalyptus Drive, Assessor's Blocks 7295 and 7296; and

WHEREAS, The Department duly filed a notice of completion of the draft report amendment with the Secretary of the California Resources Agency, gave other notice and requested comments as required by law, made the report available to the general public and satisfied other procedural requirements; and

WHEREAS, The City Planning Commission held a duly advertised public hearing on said draft environmental impact report amendment on March 1, 1979, at which opportunity was given for public participation and comments; and

WHEREAS, A final environmental impact report amendment, dated April 5, 1979, has been prepared by the Department, based upon the draft environmental impact report amendment, any consultations and comments received during the review process, any additional information that became available, and a response to any comments that raised significant points concerning effects on the environment, all as required by law; and

WHEREAS, On April 4, 1979, the Commission reviewed the final environmental impact report amendment and found that the contents of said report and the procedures through which it was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources and San Francisco requirements;

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby find that the Final Environmental Impact Report Amendment, dated April 5, 1979, concerning expansion and renovation of the Stonestown Shopping Center is adequate, accurate and objective, and does hereby CERTIFY THE COMPLETION of said report in compliance with the California Environmental Quality Act and the State Guidelines;

AND BE IT FURTHER RESOLVED, That the Commission in certifying the completion of said report does hereby find that the project as proposed will not have a significant effect on the environment.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of April 5, 1979.

Lee Woods
Secretary

AYES: Bierman, Boas, Rosenblatt, Sklar

NOES: Starbuck

ABSENT: Dearman, Nakashima

PASSED: April 5, 1979



DEPARTMENT OF CITY PLANNING

100 LARKIN STREET · SAN FRANCISCO, CALIFORNIA 94102

FINAL

ENVIRONMENTAL IMPACT REPORT

Proposed Stonestown Shopping Center
Renovation Project
San Francisco, California

EE 76.74

Adopted by
San Francisco City Planning Commission
Resolution No. 7578

October 14, 1976



ERRATA AND ADDENDA

- P. 7, paragraph 2, add: "In addition to providing pedestrian access, this overpass would contain about 2,000 square feet of retail space."
- P. 10, paragraph 1, line 5: "condeptual" should be "conceptual".
- P. 12, paragraph 2: Replace sentence 2 with: "The height limit for the immediate site area is 65 feet; the remainder of the shopping center is largely within a 40-foot height limit."
- P. 21, paragraph 4: line 2 should read: "Department of Public Works¹ does not anticipate any roadway changes."
- P. 22, paragraph 3, line 5: delete "very".
- P. 30, Figure 13: Add proposed residential zoning classifications to legend:
- | | |
|---------|----------------------------------|
| RH-1 | 1 dwelling unit per lot |
| RH-1(D) | 1 detached dwelling unit per lot |
| PR | Planned residential district |
- P. 57, paragraph 4, line 2: "2.35 million" should be "2.53 million"; "20" should be "two".
- P. 65, end of Section B.1, add: "The contractor would be required to maintain two through traffic lanes during construction of the overpass. Pedestrian passageways on either side of the street would also be necessary. As part of the permit process, the contractor would have to furnish signing, barricades, temporary lighting, etc., as necessary for public safety."
- Pp. 84 and 85: Figure 23, entitled "Alternative E," actually shows Alternative F. Figure 24, entitled "Alternative F," actually shows Alternative E.
- P. 91, line 3: "visual" should be "usual".
- P. 93, Project Sponsors: "Heidrich" should be "Heidrick".
- P. 95: Item 1 should read:

Fire Department
260 Golden Gate Avenue
San Francisco, California 94102
(415) 861-8000

(continued)

P. 95, Fire Department (continued)

Attention: Chief Robert Rose, Division of Planning
and Research
Inspector Richard Dixon, Fire Prevention Bureau

P. 98, Distribution List, add to organizations:

Heritage
2007 Franklin Street
San Francisco, CA 94109
Attn: Robert Berner, Urban Conservation Officer

P. 98, Distribution List, add to individuals:

Stewart Annand, Librarian
McCutchen, Black, Verleger & Shea
3435 Wilshire Boulevard
Los Angeles, CA 90010

Christine Gordon
4517 - 19th Street
San Francisco, CA 94114

Dennis Hong, AIP
1230 Grant Avenue, Suite 299
San Francisco, CA 94133

P. 128, footnote 15, last sentence should read: "Verified by James J. Finn, Director of Transportation, San Francisco Public Utilities Commission, letter to Dr. Selina Bendix, September 23, 1976. Letter on file at San Francisco Department of City Planning."

P. 138, paragraph 2: Sentence 2 should read: "The 3,950 new trips represent 15% of the 25,200 existing daily trips, which may alter the direction of approach."

P. 153, Item 3: "Riecke" should be "Rieke".
Item 5: "Priminai-Weaver" should be "Primiani-Weaver".
Item 10 should read: "Vernon Smith, Associate Civil Engineer, San Francisco Municipal Railway."

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26. Alternative H	88

SUMMARY

The Stonestown Shopping Center Renovation Project would involve demolishing the vacant City of Paris Stonestown building and constructing a Bullock's department store containing about 172,000 gross square feet and an adjacent 670-space parking garage. A pedestrian overpass over Winston Drive about 90 feet wide would connect the store with the 41,000-square-foot Stonestown Mall, which would be enclosed and air conditioned. Some store fronts facing the mall would be moved to provide about 9,000 square feet of additional retail space.

Construction of the proposed project would temporarily increase noise, air pollution, and traffic congestion. During operation of the project, traffic levels on Winston Drive would rise and energy consumption (in the form of electricity) would be increased.

The proposed project would employ about 320 people, would provide about 15,750 person-weeks of construction employment, and would generate about \$1.4 million per year in property and sales taxes.

Mitigation measures include an attempt to minimize visual impacts to nearby residences through setback of the department store facade, use of energy-efficient lighting systems, and parking and traffic control and road restriping to increase the traffic capacities of nearby streets.

Alternatives considered include no project, other uses of the site, variations in project size and design, different locations in the shopping center for the store and garage, realignments of Winston Drive, and elevating or depressing Winston Drive.

I. PROJECT DESCRIPTION

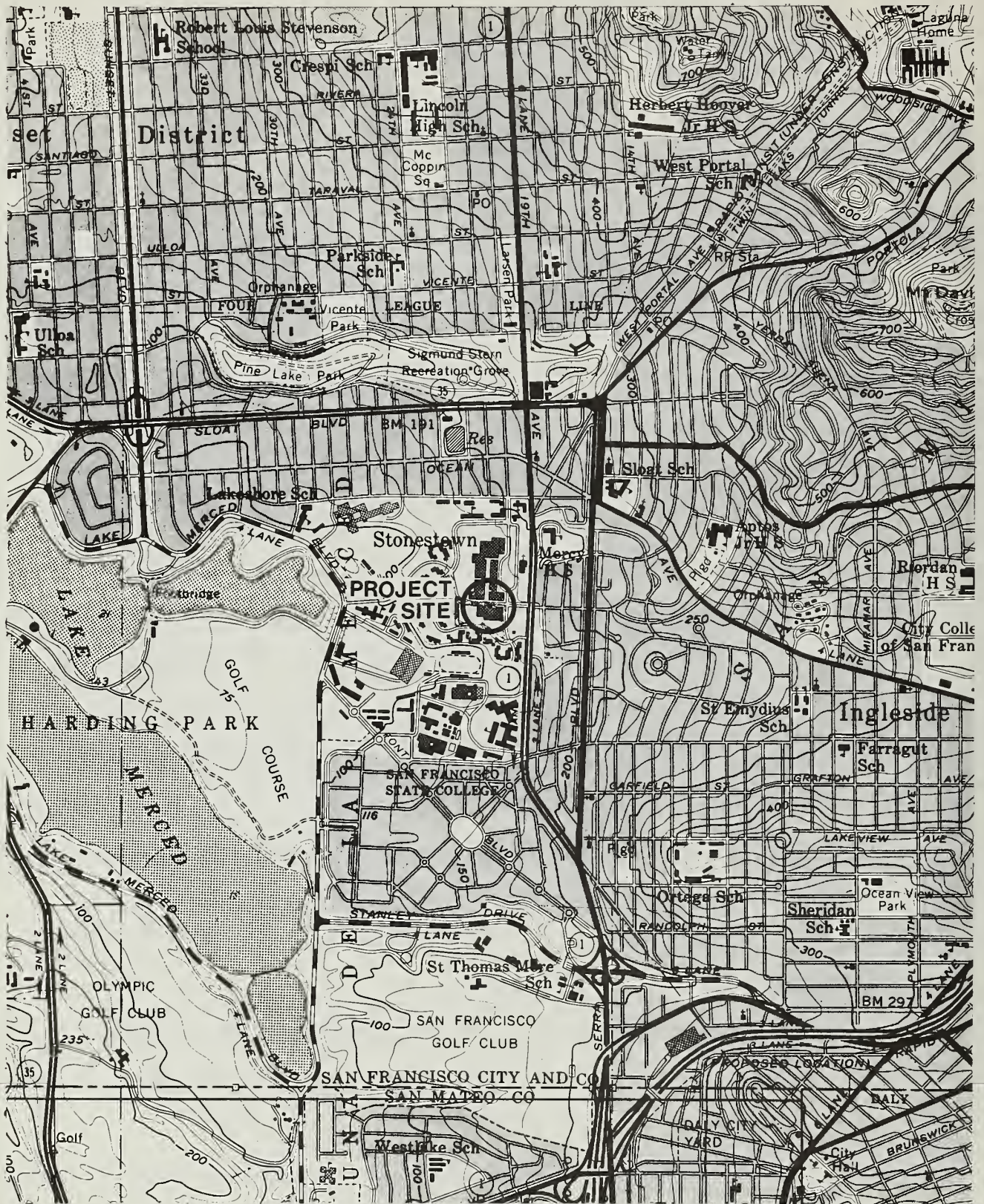
A. LOCATION

The proposed project would be located in the Stonestown Shopping Center, in the Lakeside district of San Francisco (Figure 1). Stonestown Shopping Center is located in San Francisco along Nineteenth Avenue between Eucalyptus Drive and Buckingham Way. Winston Drive intersects the shopping center from east to west. Most of the center is located north of Winston Drive; some tenant space and a large parking area lie to its south. The project would occupy the site of the vacant City of Paris building, at the southwest corner of the shopping center, and the existing mall. The site faces Buckingham Way on the south, is bisected by Winston Drive, and extends along the mall to the Emporium department store (Figure 2, page 3). The project's coordinates are 37°43'40" north and 122°08'35" west, and it is on Assessor's Blocks 7295 and 7296.

B. OBJECTIVES

The stated objectives of the Stoneson Development Corporation in expanding the Stonestown Shopping Center at the proposed location are:

- to replace the currently vacant, nonproductive City of Paris building with a major retail store;

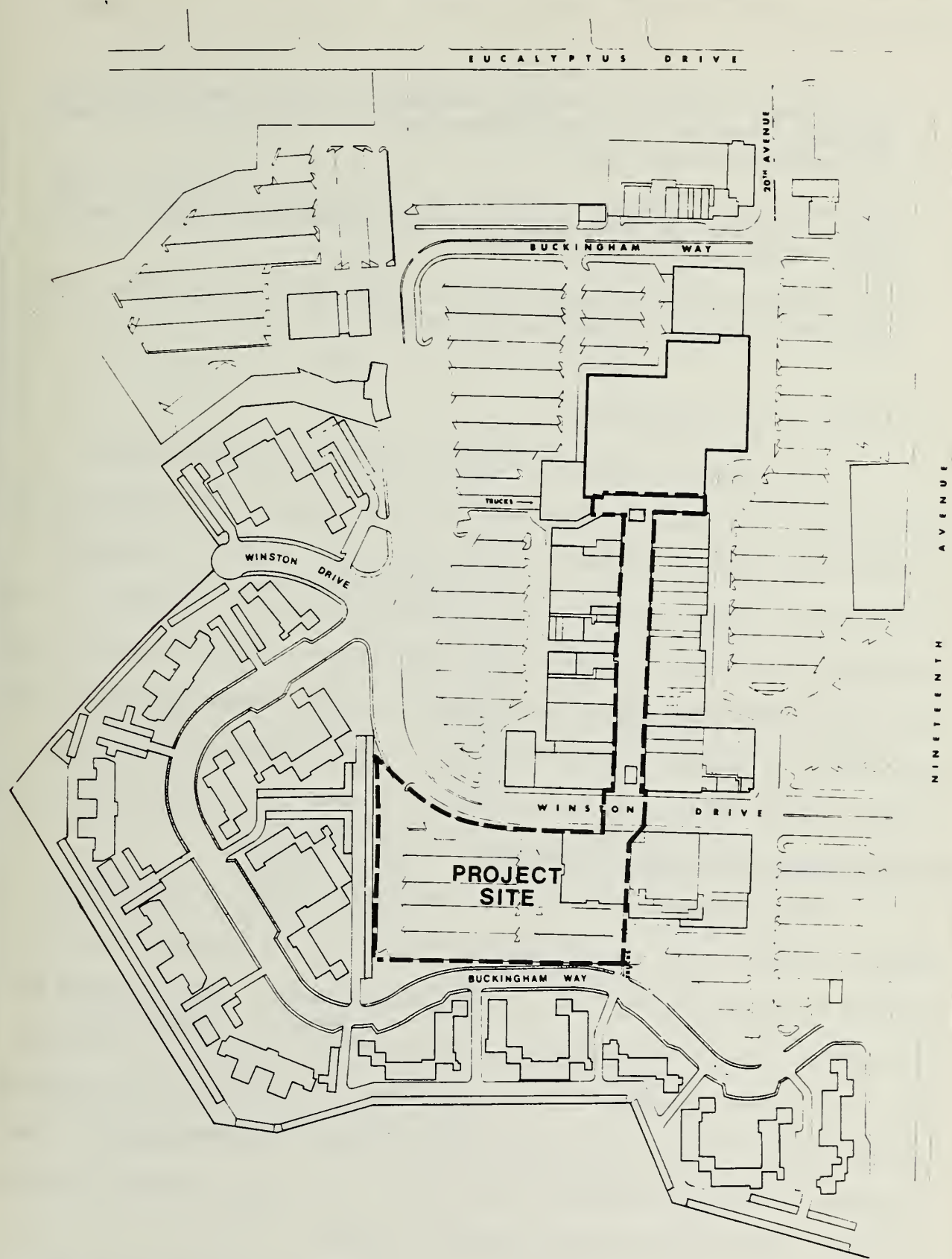


SITE LOCATION MAP

0 2,000 4,000
scale ft.



FIGURE 1



SITE PLAN

SCALE: 1" = 300'-0"

STONESON DEVELOPMENT CORP PROPERTIES



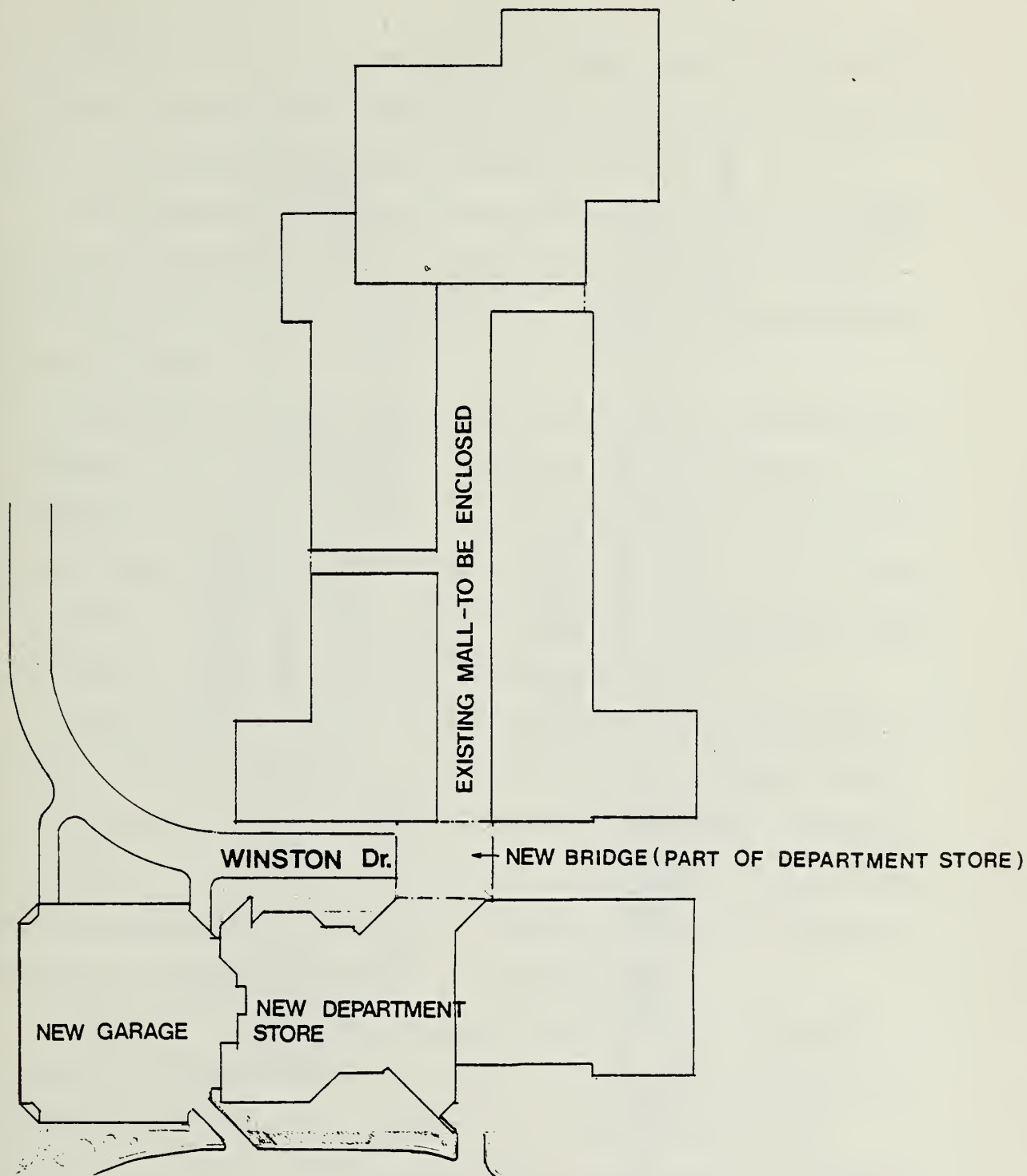
FIGURE 2

- to balance traffic flow and stimulate pedestrian traffic at the south end of the Stonestown mall by constructing a major attraction at the site;
- to improve the economic health of the mall by adding a new major facility at its south end to balance the major department stores at the north end;
- to improve shopping conditions at the mall by providing protection from the frequent wind and fog.

C. GENERAL CHARACTERISTICS

The proposed shopping center expansion would involve demolishing the existing City of Paris building and constructing a new three-story Bullock's department store with an adjacent five-level (including the roof) parking structure (Figure 3). An overpass over Winston Drive would extend the second floor of the proposed department store to connect to the Stonestown Mall, and the existing 41,000-square-foot mall would be enclosed. Some store fronts facing the mall would be moved to create an additional 9,000 square feet of retail space.

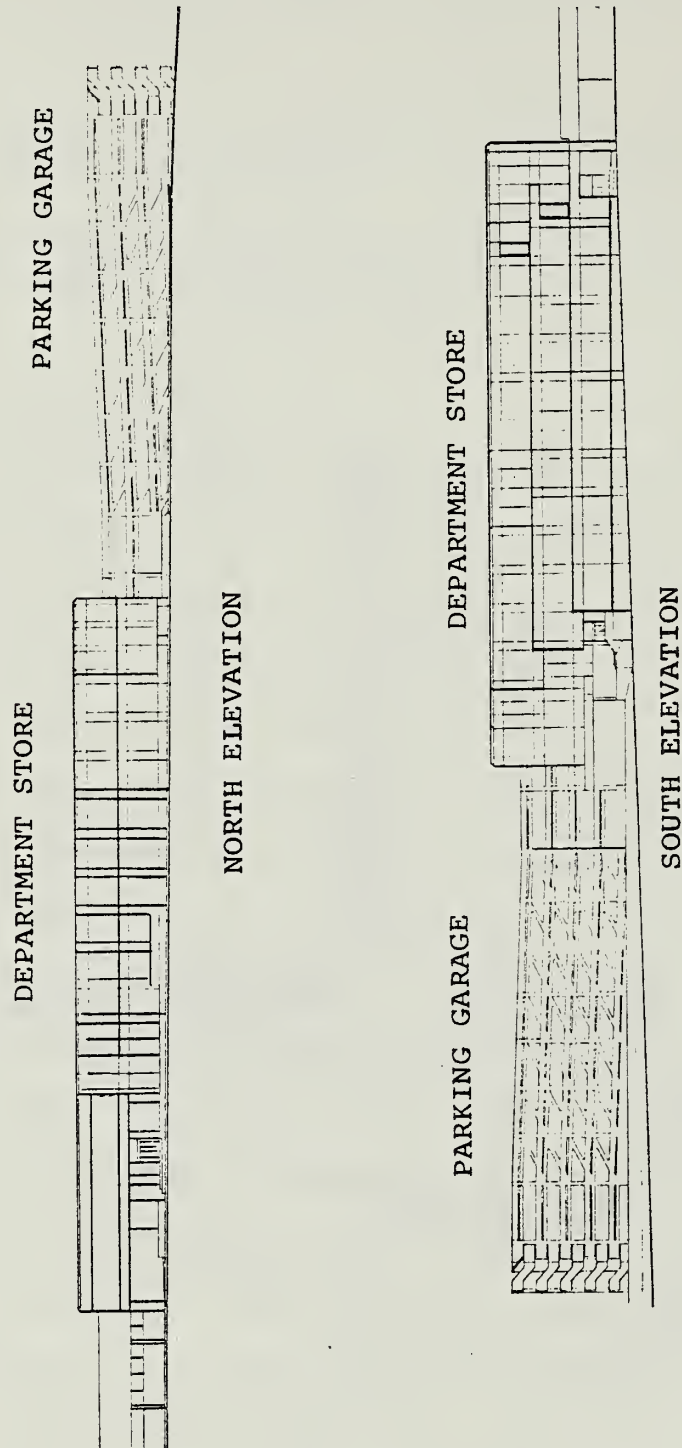
The proposed store would abut the existing Stonestown Market on the east; provision of direct access between these stores is being considered (Figure 4, page 6). Gross square footage (gsf) of new construction would be about 172,000, including the pedestrian overpass. The store would rise two stories above grade along Winston Drive and three stories along Buckingham Way because of the topography of the site. The upper stories would be set back from ground-level building limits.



PROPOSED SHOPPING CENTER PLAN



FIGURE 3



DEPARTMENT STORE AND GARAGE ELEVATIONS

SCALE: 1/64" = 1'-0"

FIGURE 4

Access to the store would be provided along both Buckingham Way and Winston Drive, and each floor of the store would also connect with the parking garage (Figure 5).

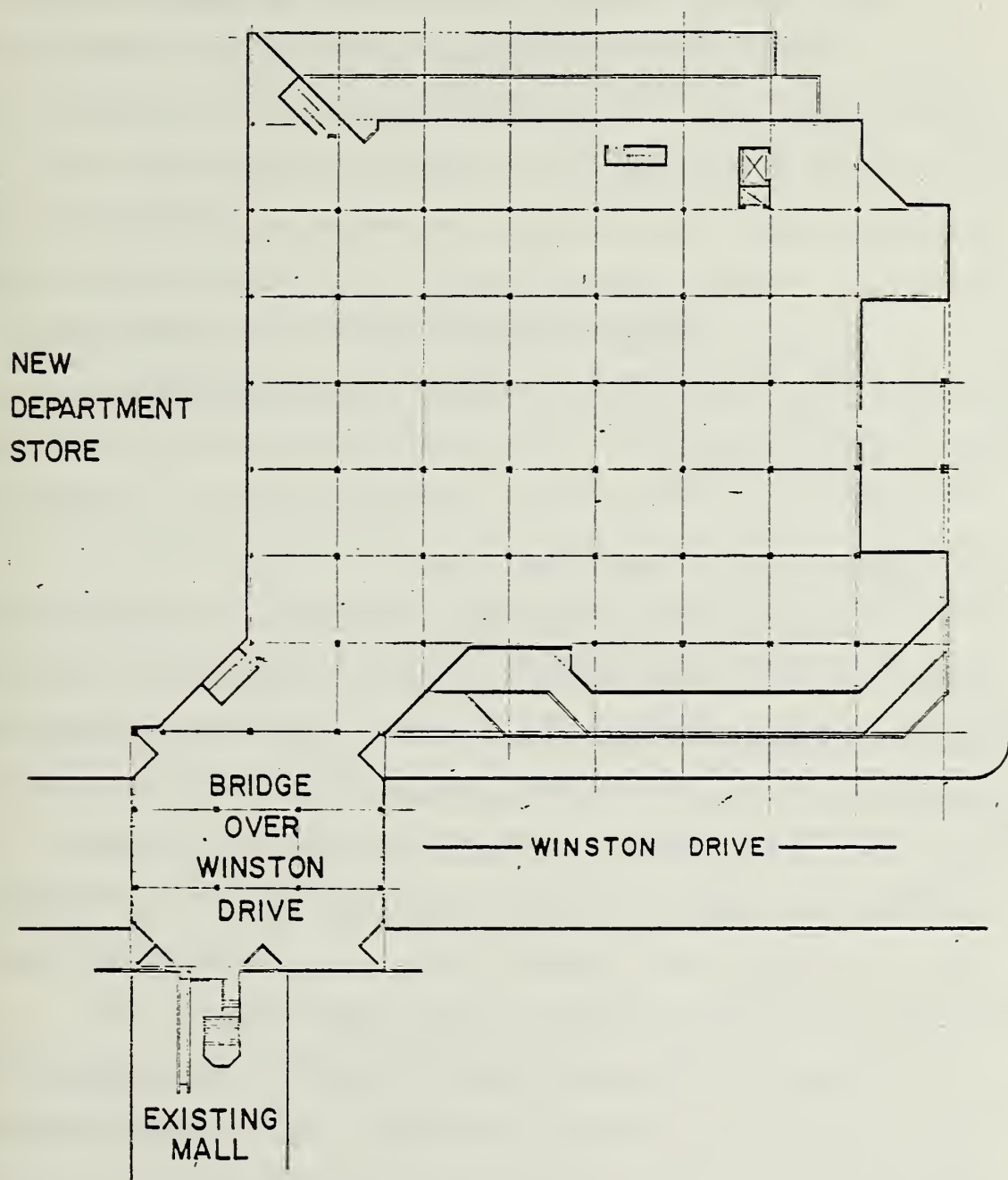
The overpass would provide access to the store via escalator from the Stonestown Mall (Figure 6, page 9). It would be enclosed and would be 93 feet wide; its span over Winston Drive would be 80 feet.

The parking garage would provide 670 parking spaces, a net increase of 330 over the 340 existing parking spaces. The proposed garage would have a sloping-floor design and would have entrances/exits on Buckingham Way and Winston Drive. Access to Buckingham Way would be provided at the garage's bottom floor and to Winston Drive at its east and west ends.

The project site is owned by Stoneson Development Corporation. Current plans call for leasing the department store site to Bullock's, who would then build the store and overpass. The parking structure would be jointly financed by Bullock's and Stoneson Development Corporation. The mall enclosure would be financed by Stoneson Development Corporation.

Costs are estimated at about \$9.53 million, of which \$2.53 million would be for the garage. Costs for enclosure of the mall and related store expansion are estimated at \$2.0 million. The project would permanently employ about 320 people and would provide about 15,750 person-weeks of temporary construction employment.





Department Store and Bridge Second Level Plan

SCALE: $\frac{1}{64}'' = 1'-0''$



FIGURE 6

The parking garage exterior would be precast concrete in light colors, and the department store exterior would be reddish-brown brick. The mall enclosure would be higher than the buildings along the mall. Design is currently in the conceptual stage, hence details on design and materials are not available. The mall would be skylit, with about 10 to 12 percent of the roof surface in clear glass. The configuration of the mall would vary, since it would become narrower where store fronts were moved out.

D. PROJECT HISTORY AND SCHEDULING

The original building and the adjacent Stonestown Market on the site were constructed in 1952 and occupied by the Butler Brothers Department Store from 1952 to 1960. The structure was expanded and altered in 1960 and was occupied by the City of Paris until 1971, when the City of Paris ceased business. The structure was taken on a short-term lease in 1972 by Liberty House. In April 1974, Liberty House moved to downtown San Francisco and the building has since been vacant.

Construction permit applications for the proposed structures were filed on December 19, 1975. Two separate applications were filed, one for the department store and bridge structure and another for the parking garage. No construction permit application has been filed for the mall enclosure and expansion of existing stores as of September 10, 1976.

Construction of the department store, garage, and overpass is expected to take about 15 months, two months for demolition and site grading and the remainder for construction. No construction schedule has been set for enclosing the mall and moving the store fronts.

E. RELATIONSHIP TO LOCAL AND REGIONAL PLANS

Stonestown Shopping Center was originally developed under City Planning Commission Resolution 3721, adopted March 16, 1950 (Appendix A). The stipulations of this resolution have been modified several times since. On January 25, 1962, Resolution 5490 (Appendix B) authorized additional commercial floor area. A parking structure and retail building were proposed at that time for the southwest corner of the shopping center. A two-story, 30,000-square-foot building was proposed for the parking area west of the City of Paris building. An adjacent one-story parking garage of 40,000 square feet was to extend from Winston Drive to Buckingham Way.

The uses proposed for the site are similar to those indicated in the 1962 resolution, although they would involve an intensification of use. Removal of the City of Paris building, construction of a pedestrian overpass over Winston Drive, and enclosure of the mall are not indicated in the 1962 resolution. City Planning Commission approval of a new Conditional Use Permit for the shopping center would be necessary for the proposed project to be implemented.

Other possible future projects near the site include construction of a restaurant of 5,000 to 9,000 square feet in the shopping center. These plans are independent of the proposed project.

The project site lies within a C-2 (Community Business) zoning district, as stated in the City Planning Code.¹ The height limit for the site is 40 feet.

The project would require the lease or sale of the City's air rights over Winston Drive. This action would require the approval of the San Francisco Board of Supervisors.

¹San Francisco municipal code, Part II, Chapter II, City planning code, Section 210.3, July 1, 1974

II. LOCAL AND REGIONAL ENVIRONMENTAL SETTING

A. GEOLOGY, SOILS, SEISMICITY, AND HYDROLOGY

The project site lies at an elevation of about 160 feet above mean sea level on a southwest-facing slope southwest of Mt. Davidson and about half a mile due east of Lake Merced.

The soils of the site are classified as Colma formation.¹ These are marine deposits consisting of crumbly, fine to medium sand containing a few beds of sandy silt, clay, and gravel.² The Colma formation sands overlie Franciscan formation sandstones and shales.

The active³ San Andreas Fault lies about three miles southwest of the site. The area is classified as having a "very strong"⁴ intensity of ground shaking in the event of a major

¹M. G. Bonilla, "Preliminary geologic map of the San Francisco South quadrangle and part of the Hunters Point quadrangle, California," U.S. Department of the Interior, Geological Survey Miscellaneous Field Studies Map MF-311, 1971.

²California Division of Mines and Geology, Geologic atlas of California, San Francisco, 1969.

³An active fault is one along which movement has occurred within the last 10,000 years.

⁴The intensity of ground shaking would badly crack masonry and cause lurching in frame buildings, with occasional collapse.

earthquake.¹ Moreover, conditions are probably present for liquefaction² of the unconsolidated sandy soil during a major earthquake.

The project area is urbanized. Runoff enters the street storm sewer system, is collected into a trunk sewer, together with sanitary sewage, and passes into the Richmond-Sunset treatment plant. From there it is eventually discharged into the Pacific Ocean through an outfall at Fort Funston.

B. CLIMATE AND AIR QUALITY

1. Climate

The climate of San Francisco is dominated by the sea breeze characteristic of marine climates. Because of this steady stream of marine air, there are few extremes of heat or cold. Temperatures exceed 90 degrees on an average of once a year and drop below freezing less than once a year. The warmest month is September, with an average daily maximum of 69 degrees; the coolest is January, with an average daily maximum of 56 degrees.

Winds in San Francisco are generally from a westerly direction and are persistent from May to August. During the

¹John A. Blume and Associates, Engineers, "Seismic safety investigation", San Francisco, June 1974.

²Earthquake-induced transformation of a stable granular material, such as soil, to a fluid-like state, similar to quicksand.

rainy season (October to April), however, the strongest winds flow from the south, as well as from the west and northwest.

The project site is exposed to the ocean sea breeze and is windy most of the year. Because of its proximity to the Pacific Ocean, the frequency of low clouds, fog, and drizzle at the site is probably higher than in most areas of San Francisco.

2. Air Quality

San Francisco's persistent summer winds and its upwind position with respect to major pollutant sources combine to give the city possibly the cleanest air in the Bay Area. Air pollutants generated in San Francisco are carried elsewhere in the air basin by the prevailing winds.

In 1974 the Federal carbon monoxide standard of 9 parts per million (eight-hour average) was exceeded on one day, in October; the Federal photochemical oxidant standard of 0.08 part per million (one-hour average) was exceeded on two days, in June; and the California nitrogen dioxide standard of 0.25 part per million (one-hour average) was not exceeded.¹

¹California Air Resources Board, California Air Quality Data, Vol. VI, Nos. 1-4, 1974.

C. TRANSPORTATION

This portion of the report is a summary of more detailed information contained in the Transportation Impact Report, Appendix C.

1. Traffic (Figure 7)

The major streets carrying traffic to/from Stonestown are Nineteenth Avenue, Winston Drive, and, to a lesser extent, Eucalyptus Drive and Lake Merced Boulevard, which intersects Winston Drive west of the center.

The Transportation Element of the San Francisco Comprehensive Plan identifies major thoroughfares¹ near Stonestown Shopping Center. The only adjacent major thoroughfare is Nineteenth Avenue. Others in its vicinity are Junipero Serra Boulevard, Ocean Avenue (east of Nineteenth Avenue), Sloat Boulevard, Lake Merced Boulevard, and Brotherhood Way. There are no secondary thoroughfares² near the center, and the nearest recreational street³ is John Muir Drive, west of Lake Merced. The nearest freeway is the Southern Freeway (I-280), about a mile and a half south of Stonestown.

¹Crosstown thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways.

²Primarily intradistrict routes serving as collectors for the major thoroughfares.

³A street whose major function is to provide for slow pleasure drives, bicycling, and pedestrian use; more highly valued for recreational use than for traffic movement.

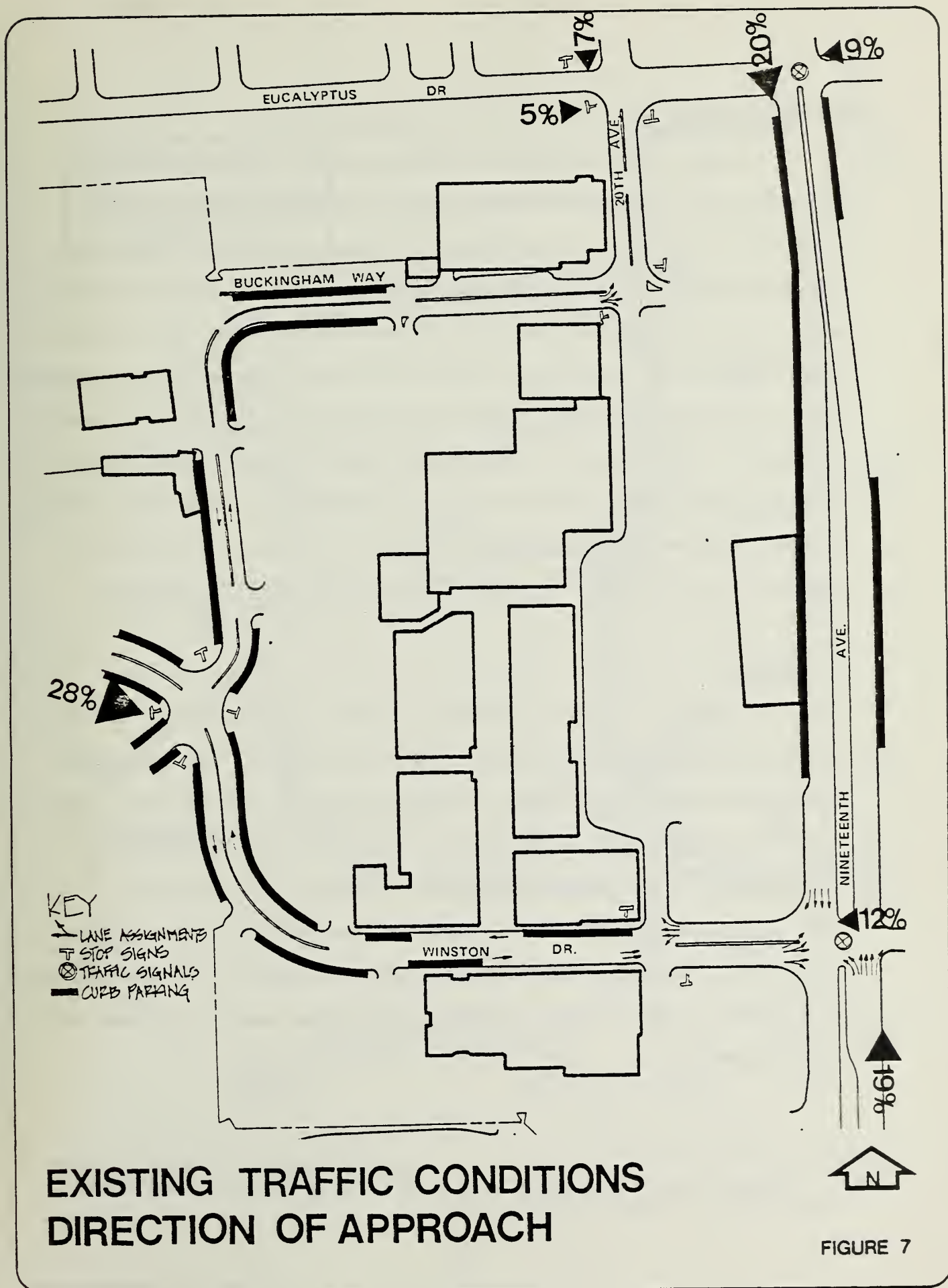


FIGURE 7

2. Parking Supply

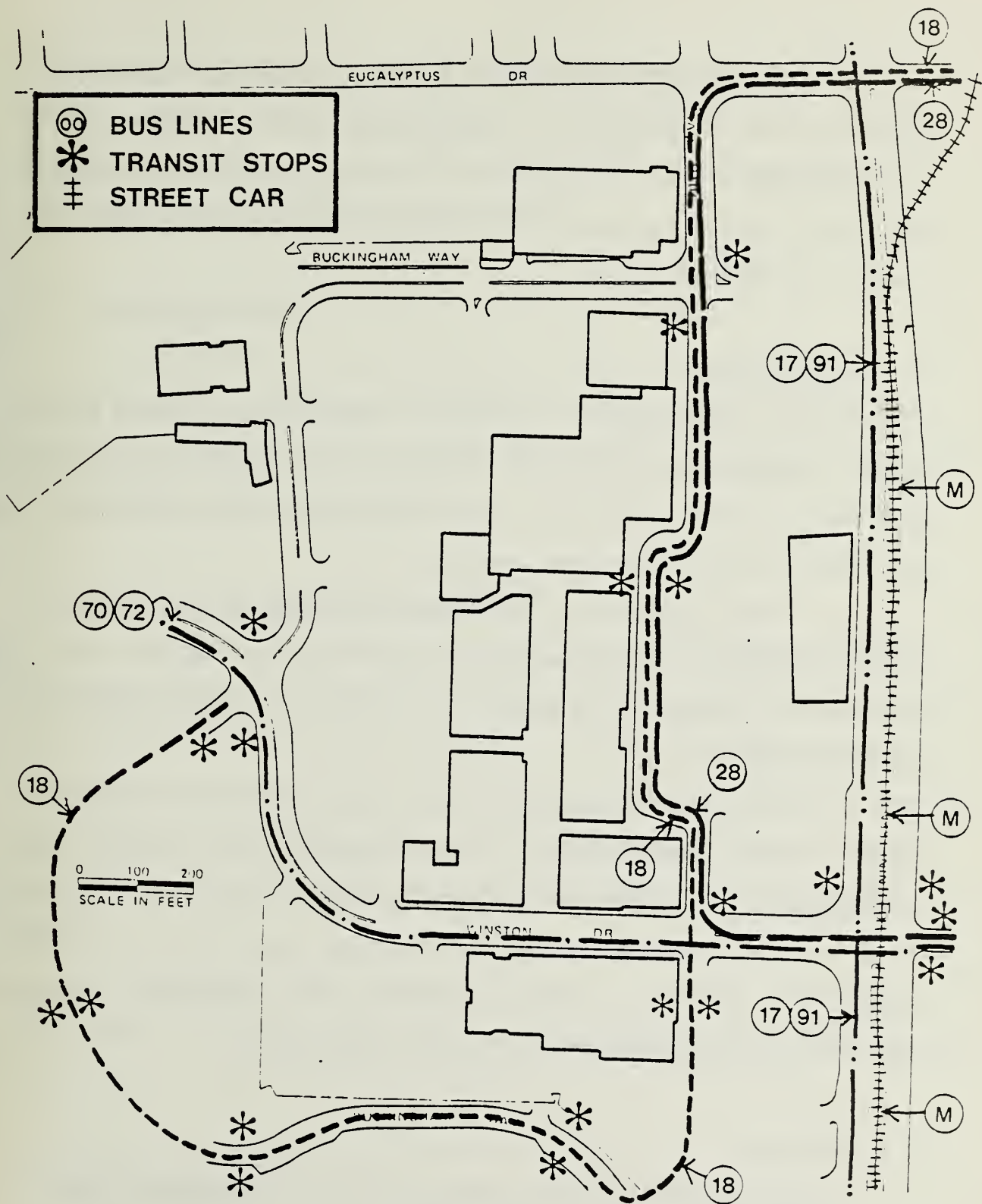
Some 2,400 off-street parking spaces are currently provided for customers of Stonestown Shopping Center. These spaces are free with no time restrictions. An additional 640 parking spaces are provided for employees and long-term parkers west of Buckingham Way in the northwest section of the development. There are also about 160 curb parking spaces along Winston Drive and Buckingham Way that can be used by either employees or customers. These three areas total 3,240 parking spaces available for employees and customers of the center. The peak parking demand observed at Stonestown is 2,200, or about 90 percent of capacity, on the Saturday after Thanksgiving, 1973.

3. Transit

Figure 8 shows the routes for the transit lines now serving Stonestown Shopping Center. Lines 18 and 28 use Twentieth Avenue and have stops immediately adjacent to the stores. Line 70 and 72 traverse Winston Drive. Lines 17 and 91 and the M Streetcar line all use Nineteenth Avenue past the center.

The Transportation Element of the San Francisco Comprehensive Plan designates Nineteenth Avenue adjacent to the center as a transit preferential street.¹ No other nearby streets are so designated.

¹Streets where priority is given to transit vehicles when conflicts with auto traffic occur.



TRANSIT SYSTEMS



FIGURE 8

About eight percent of the people entering the center arrive by bus or streetcar. Considering that 11 percent of all arrivals are on foot, Stonestown, with 19 percent non-automobile arrivals, may be the most non-auto-oriented outlying shopping center in the Bay Area.

4. Pedestrians

Eleven percent of the people entering Stonestown arrive by foot. The major directions of approach for pedestrians are from the north, south, and east. From the north, most pedestrians enter the center along Twentieth Avenue.

A heavy pedestrian demand to and from the east concentrates at Winston Drive because of the traffic signal to help cross Nineteenth Avenue and because of the concentration of transit stops at this point.

Pedestrian approaches to and from the south primarily relate to both San Francisco State University and the high- and medium-density residential areas along the south side of the center. Much of the pedestrian travel to and from the south is oriented toward the Stonestown Market, located in the southwest quadrant of the Twentieth Avenue-Winston Drive intersection.

5. Bicycles

The Transportation Element of the Comprehensive Plan defines a bike route system for San Francisco. None of the

streets in or adjacent to the center are designated as bicycle routes. The primary bicycle approach to/from the center would probably be along Winston Drive from the west, connecting to the Lake Merced Boulevard bike routes.

6. Service Vehicles

Stonestown truck-loading activity takes place in a truck tunnel underneath the shopping center mall. Trucks may enter the tunnel from Buckingham Way, either on the west side or on the south side of the center.

7. Recent or Planned Improvements

In late 1974 the City of San Francisco instituted dual left-turn lanes for northbound traffic on Nineteenth Avenue to enter the Stonestown Shopping Center. This improvement has increased the capacity of the intersection and has reduced delays for traffic entering the center. Another recent change is the installation of a four-way stop at Buckingham Way and Winston Drive.

The Traffic Engineering Division of the San Francisco Department of Public Works does not anticipate any roadway changes

¹William Marconi and Richard Evans, Traffic Engineering Division, San Francisco Department of Public Works, personal interview, March 1, 1976.

in the Stonestown vicinity; transit changes involve the recently-installed bus line (Line 70) and the possible elimination of the Line 28 loop serving Stonestown.

8. Problem Areas

Some locations adjoining and within the shopping center currently experience traffic congestion. This congestion has two causes: first, traffic facing stop signs tries to turn onto streets that are not controlled by stop signs; second, pedestrian movements force traffic to stop until crosswalks clear. Intersections with the greatest congestion are:

- Twentieth Avenue-Eucalyptus Drive;
- Twentieth Avenue-Buckingham Way;
- Twentieth Avenue-Winston Drive.

The other area that now experiences some congestion is along Winston Drive at the Stonestown Mall main pedestrian crossing. This crossing connects the two portions of the shopping center, and the pedestrian demand across the street at this point is very heavy.

D. NOISE

The major source of noise on the site is traffic at the Winston Drive-Twentieth Avenue intersection. Peak noise levels are associated with bus and truck passages on Winston Drive; background levels are maintained by more distant traffic. The southern portion of the site and the Stonestown Mall are screened

from traffic on Winston Drive by buildings and are thus considerably quieter than the western area between Winston Drive and Buckingham Way.

Measurements made on the site at noon on a weekday showed a noise level of 62 dBA.^{1,2} Noise levels associated with common activities are shown in Figure 9.

E. VEGETATION AND WILDLIFE

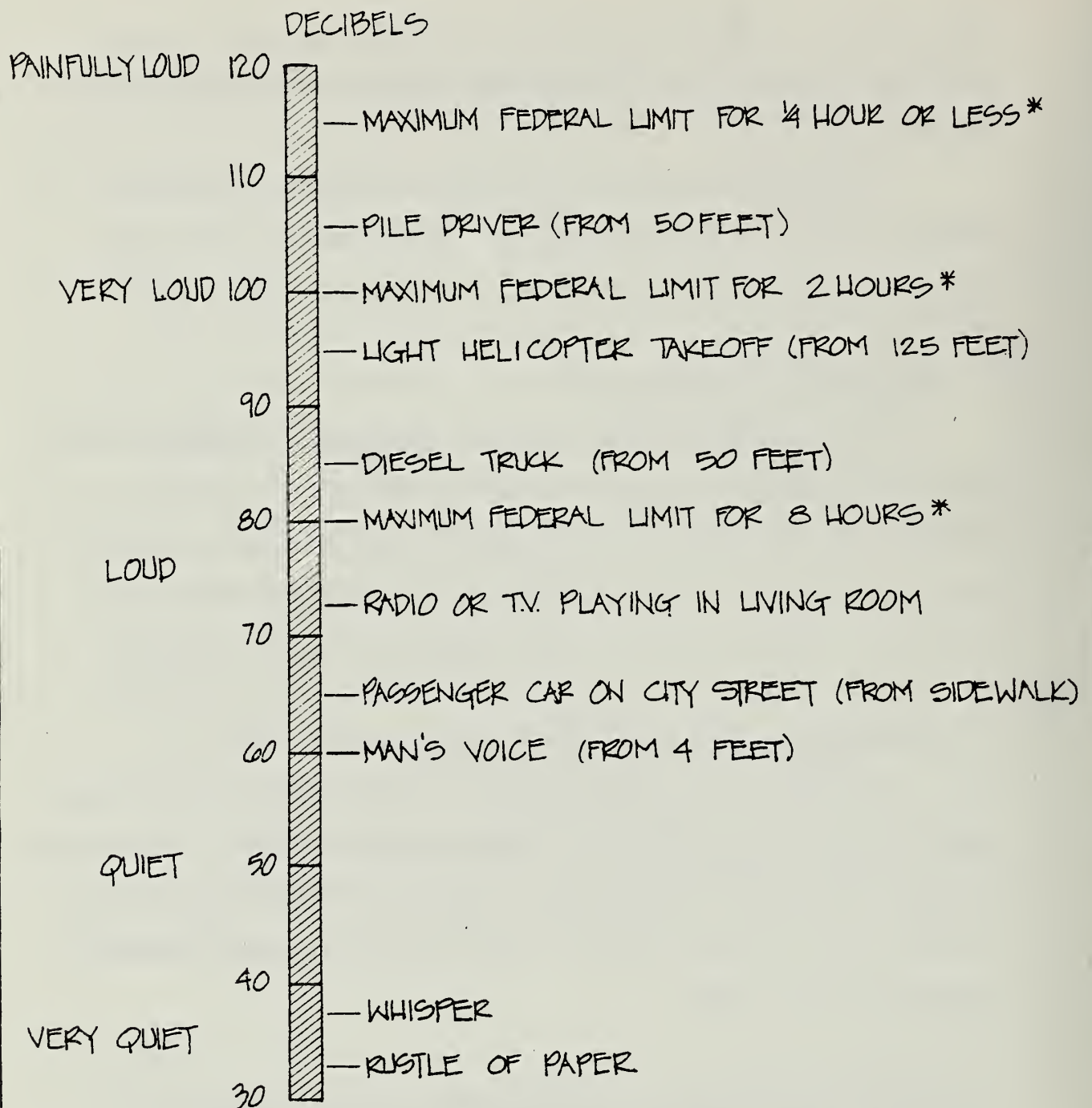
Most of the site is paved or developed; vegetation consists of landscaping flowers, shrubs, and trees. The only animals that use the site are insects and birds that visit or inhabit landscaped areas. Common urban microorganisms are assumed to inhabit the soil.

F. AESTHETICS (Figures 10 and 11, pages 25 and 26)

The site is an integral part of the block of buildings that form the shopping center complex at Stonestown. Relatively in scale with the other building shapes in height and profile, the old City of Paris building fits into the general suburban character of the area.

¹The dBA is a unit of sound energy on a logarithmic scale weighted to correspond approximately to human perception of sound at commonly-encountered urban noise levels.

²The measurements were made in accordance with San Francisco municipal code, Part II, Chapter VIII, Section 1, Article 29, Noise ordinance, Sections 2901-2902.



* REGULATIONS PROMULGATED UNDER THE AUTHORITY OF THE OCCUPATIONAL SAFETY AND HEALTH ACT OF 1970, SECTION 1910.95, OCCUPATIONAL NOISE EXPOSURE, FEDERAL REGISTER, VOL. 36, NO. 105, MAY 29, 1971, PAGE 10518.

Typical Noise Levels

FIGURE 9



A. Project site looking west from Winston Drive



B. Project site looking east from Winston Drive

Site Views

FIGURE 10



A. Project site looking east from parking lot



B. Project site looking north across Buckingham Way

Site Views

FIGURE 11

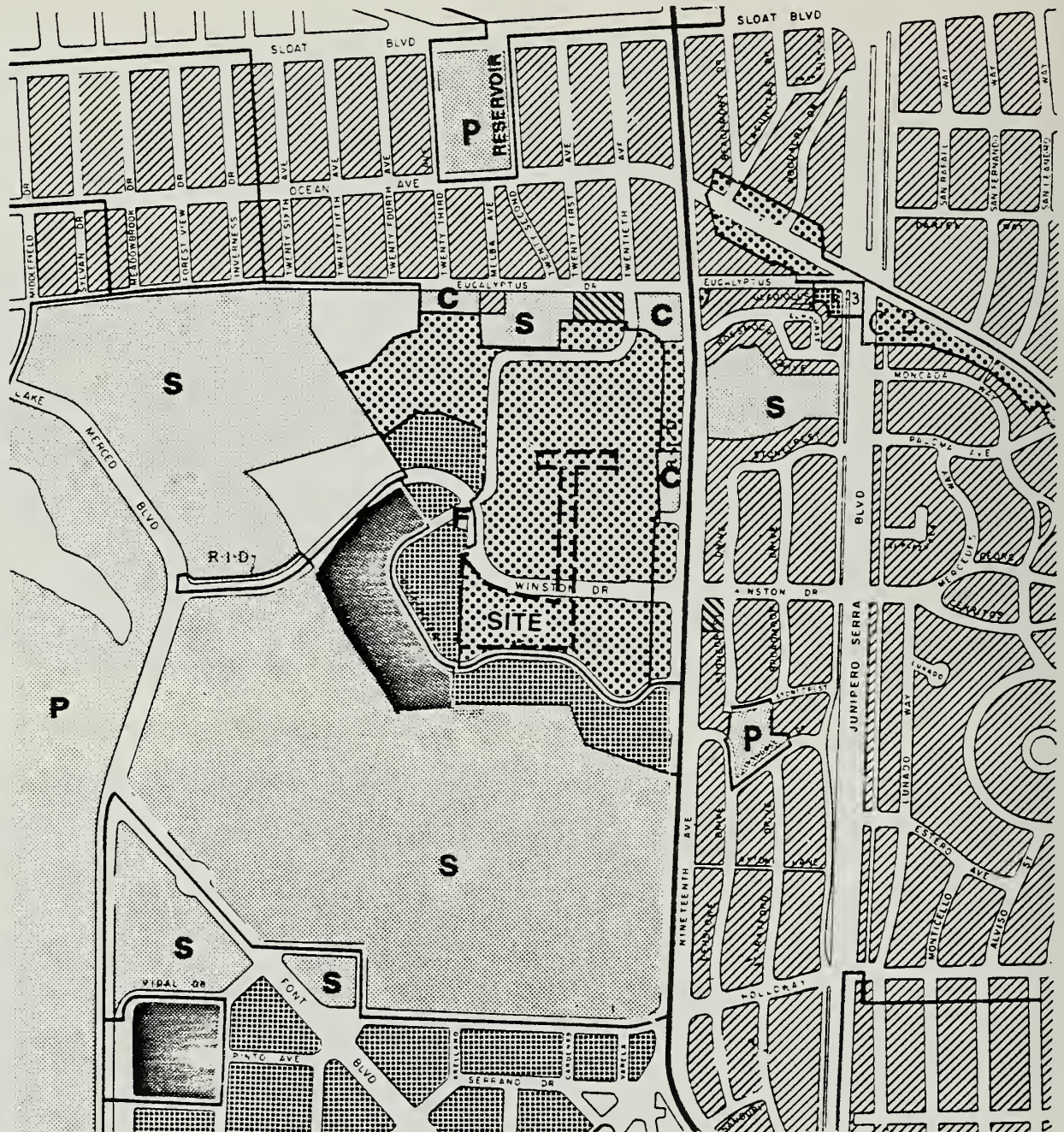
The base land form originally sloped down from Winston Drive south to Buckingham Way. The retaining wall along Buckingham Way, constructed for the parking areas above, forms an intermediate step in the transition from shopping-commercial activity above at mall level down to the lawns of the garden apartments along Buckingham Way.






From the site there are long views out to the south and west, the views north and east being blocked at grade level by buildings. Because of the open parking areas there are views to the south from Winston Drive southbound.






G. LAND USE AND DEMOGRAPHY

Stonestown is a regional facility serving residential communities in southwest San Francisco. It is the only major shopping complex in San Francisco outside of the downtown district, and provides alternative shopping opportunities for an area where travel time to downtown is one of the longest in San Francisco.

Land use in adjoining areas is characterized by residential and institutional uses (see Figure 12). Single-family residential communities are located north and east of Stonestown. Nineteenth Avenue, a six-lane arterial, serves as a divider between the project site and the single-family residences to its east. A community shopping area is located about three blocks east of the shopping center along Ocean Avenue. South and west of the site is an apartment neighborhood owned by the project



-  SINGLE-FAMILY RESIDENTIAL
-  MEDIUM-DENSITY APARTMENTS
-  HIGH-DENSITY APARTMENTS
-  COMMERCIAL
-  INSTITUTIONAL - PUBLIC/PRIVATE

-  S SCHOOLS
-  C CHURCHES
-  P PARKS
-  F FIRE STATION
-  VACANT

EXISTING LAND USE

SCALE: 1" = 800'



FIGURE 12

sponsor, containing 323 units of garden apartments and 360 units in several apartment towers. The San Francisco State University campus lies beyond the apartment neighborhood.

The site of the proposed department store is currently occupied by a vacant two-story, 64,000-gsf building on Winston Drive abutting a supermarket to the east. A 340-space parking lot is situated west and south of the building.

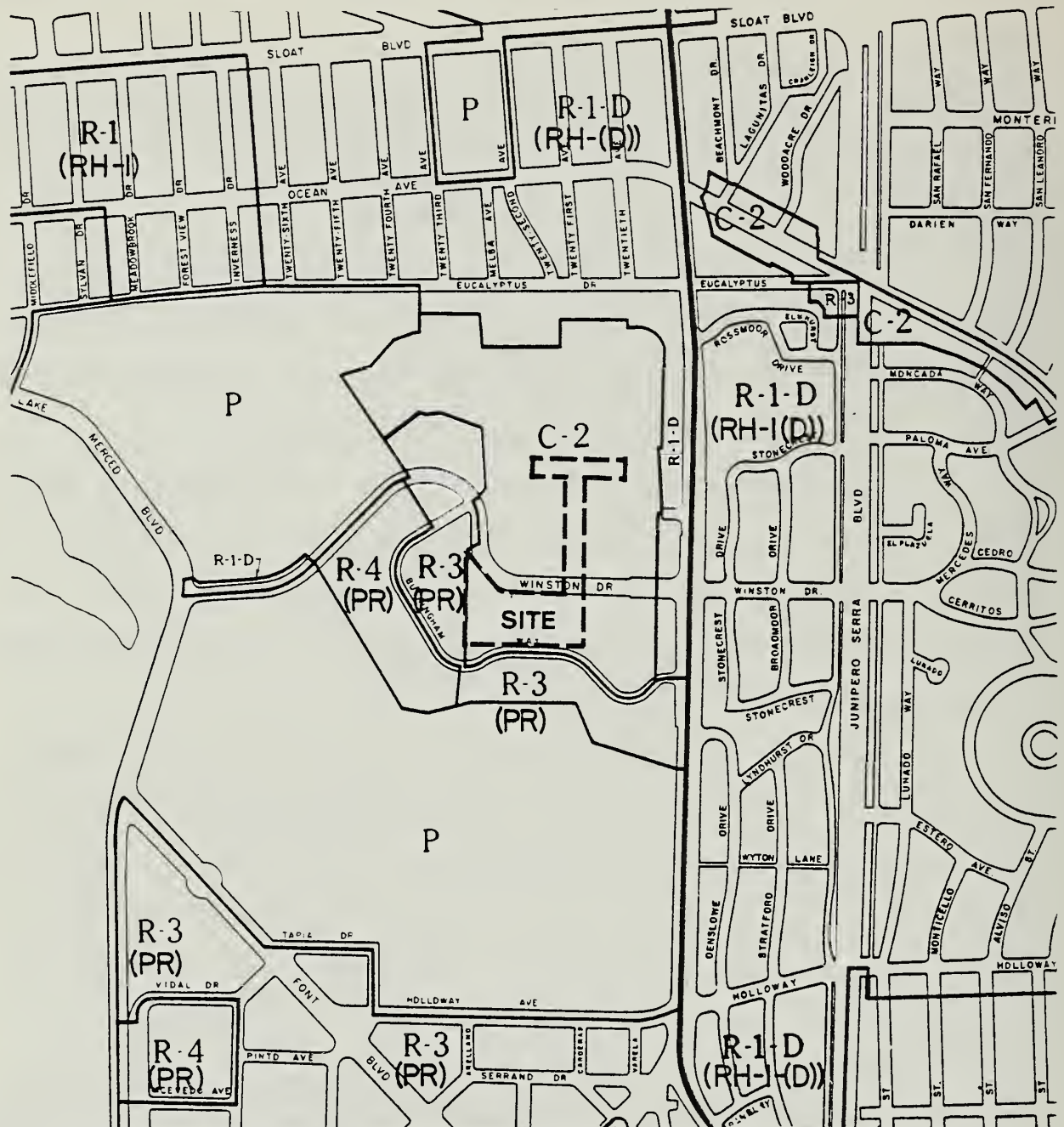
The project site, along with the entire shopping center, is zoned C-2. The area surrounding the site is zoned for public uses and medium- and high-density residential to the west and south, and predominantly single-family residential to the north and east (see Figure 13).

San Francisco's population in 1970 was 715,600, three percent lower than in 1960.^{1,2} Current projections by the California Department of Finance indicate that population is expected to decline to 661,000 by 1980.³ The San Francisco Department of City Planning projection for the same year is 710,000, however, a decrease of about 5,000.

¹U.S. Department of Commerce, Bureau of the Census, 1960 census of population and housing, Final Report PHC(1)-137, Census tracts, San Francisco-Oakland Standard Metropolitan Statistical Area (Washington, D. C.: Government Printing Office, 1962).

²Idem, 1970 census of population and housing, Final Report PHC(1)-189, Census tracts, San Francisco-Oakland Standard Metropolitan Statistical Area (Washington, D. C.: Government Printing Office, April 1972).

³California Department of Finance, Population projections for California counties, 1975-2020, Report 74 P-2 (Sacramento, June 1974). This is the E-O projection, which assumes a declining fertility rate and no net in-migration.



R-1-D - ONE-FAMILY RESIDENTIAL
DETACHED DWELLINGS

R-4 - HIGH DENSITY MULTIPLE
RESIDENTIAL DWELLING

R-1 - ONE-FAMILY RESIDENTIAL
DWELLING

C-2 - COMMUNITY BUSINESS

R-3 - LOW-MEDIUM DENSITY MULTIPLE
RESIDENTIAL DWELLING

P - PUBLIC USE

(Proposed Residential Zoning Classification in Parentheses)

ZONING MAP



FIGURE 13

The project site is located in the Department of City Planning's Community Planning District 17 (Ocean View, Merced, and Ingleside). As an example of neighborhood characteristics, the following data refer to the Ingleside portion. Ingleside's population declined from 56,400 to 53,900 between 1960 and 1970. Total number of households and average household size decreased during this period. In 1970, 60 percent of the residents were white, 23 percent Black, and 11 percent Latin. Mean family income in 1969 was \$16,100; the city-wide average was \$12,500.¹

H. HISTORIC AND ARCHAEOLOGICAL RESOURCES

A survey of archaeological site files showed that there are no known archaeological sites in the immediate vicinity of the proposed project.² The San Francisco Landmarks Preservation Advisory Board has stated that it is unaware of any existing historical landmarks in the immediate vicinity of the site and that it is considered unlikely that any past events would result in the declaration of a historic landmark or site of historical interest in this area in the future.³

¹U.S. Department of Commerce, 1960 census of population and housing, Census tracts; and Idem, 1970 census of population and housing, Census tracts.

²Miley Holman, Adan E. Treganza Anthropology Museum, letter to Environmental Impact Planning Corporation, February 25, 1976, on file at the San Francisco Department of City Planning.

³Edward N. Michael, Landmarks Preservation Advisory Board, letter to Environmental Impact Planning Corporation, February 24, 1976, on file at the San Francisco Department of City Planning.

I. COMMUNITY SERVICES

1. Water

The project site lies within the service area of the San Francisco Water Department.

Water is supplied to San Francisco from three sources, the largest being O'Shaughnessy Dam in northern Yosemite. Three hundred million gallons per day (300 mgd) are available from this source alone. An additional maximum 50 mgd can be drawn from surface waters in San Mateo, Santa Clara, and Alameda Counties and underground in Alameda County.

San Francisco's current consumption rate, based on a 12-month average day, is 100 mgd.¹

2. Wastewater

San Francisco's domestic, industrial, and storm runoff wastewater is collected in a combined sewer system and treated at one of three sewage-treatment plants. The Richmond-Sunset Water Pollution Control Plant, located near Lincoln Way in Golden Gate Park, serves the project area.²

The Richmond-Sunset plant treats about 20 percent of San Francisco's dry-weather wastewater. Its maximum hydraulic capacity is set at 70 mgd, and average dry-weather flow rates are about 26 mgd.

¹Alfred Suen, Associate Civil Engineer, Resources and Planning Division, San Francisco Water Department, telephone conversation September 3, 1976.

²California State Water Resources Control Board, Assessment report on City and County of San Francisco water pollution control program, November 1975.

In dry weather all of the city's wastewater is collected and treated at the appropriate plant. When more than 0.02 inch per hour of rain falls, the storm runoff exceeds the system's treatment capacity of 340 million gallons per day. This occurs about 80 times a year; total annual duration is about 210 hours. The plants treat 30 percent of the stormwater runoff in addition to all of the dry-weather flow. Release of the untreated portion of the combined storm and sanitary flows results in the deposition of bacteria, grease, and untreated human waste along the shore-line. These overflows are responsible for adverse water-quality conditions that render the city's beaches unfit for human water-contact activities from October to April every year.¹

Under the weight of several Cease-and-Desist Orders issued by the Regional Water Quality Control Board, San Francisco has developed a Master Plan for expanding treatment facilities which, when implemented, would provide secondary treatment for dry-weather flows and advanced primary treatment for wet-weather flows exceeding the secondary treatment capacity. It would also limit storm overflows to about one to four per year. Implementation is expected to take twenty years.² Interim improvements to the

¹California State Water Resources Control Board, Assessment report on City and County of San Francisco water pollution control program, November 1975.

²Ibid.

Richmond-Sunset plant will include dechlorination and sediment- and sludge-handling facilities, to be completed within the next two years.¹

3. Solid Wastes

The Sunset Scavenger Corporation's service area includes the project site. Solid wastes are first taken to the San Francisco transfer station and from there to a sanitary landfill in Mountain View, which has a life expectancy of about eight years.²

Sunset Scavenger is currently collaborating with Pacific Gas and Electric Company on studies of pyrolysis, an energy-recovery system whereby wastes are burned at extremely high temperatures, producing methane. It is possible that by the time the Mountain View Landfill has reached its capacity a pyrolysis system will be ready for use in San Francisco. If not, a new sanitary landfill site in San Mateo County is being considered.³

4. Fire Protection

The project site is under the protection of the San Francisco Fire Department. Units from Stations 19, 40, and 15 respond

¹Arthur Brandow, Division of Sanitary Engineering, San Francisco Department of Public Works, telephone conversation February 23, 1976.

²Dino Queirolo, Vice President, Sunset Scavenger Corporation, telephone conversation, February 24, 1976.

³John Moscone, President, Golden Gate Disposal Company, telephone conversation, September 8, 1976.

to fire and other emergency calls. The water supply for fire fighting in the area is adequate. There is a street fire alarm box at Winston Drive and Stonestown Mall.¹

5. Police Services

The project site is in the San Francisco Police Department's Taraval District, with headquarters at 24th Avenue and Taraval Street. Stonestown Shopping Center is private property and is patrolled by the Stonestown Security Department. The force consists of three officers and is responsible for traffic control, parking, and security. The San Francisco Police Department is called in when arrests are made or when accidents involve bodily injury.²

J. ENERGY CONSUMPTION

Since the closing of the City of Paris, there has been no energy consumption on the site of the proposed department store and parking garage other than nighttime lighting of the parking lot. Along the mall, incandescent electric lighting is provided at night. The main lighting system is on for 12 hours a day. The lights illuminating ornamental areas such as trees and planters are on from 4½ to 6 hours daily. Lighting electrical usage is about 285 kilowatt-hours daily, or about 8,650 kilowatt-hours per month.

¹Chief Robert E. Rose, San Francisco Fire Department, letter to Environmental Impact Planning Corporation March 10, 1976, on file at the San Francisco Department of City Planning.

²Gene Orr, Chief Security Officer, Stonestown Security Department, personal interview April 1, 1976.

K. ECONOMIC ENVIRONMENT

Three main factors affect the level of retail activity:

1) population size and income; 2) commuters and visitors and their expenditure patterns; and 3) quality of specialized retail activities. Of these, the first is the primary factor affecting Stonestown, since nonresident activity in the area is not substantial and Stonestown is not a specialized retail facility.

Census data for the Ingleside and Outer Sunset Planning Districts indicate that their populations declined slightly between 1960 and 1970.¹ A study of commercial and industrial characteristics and trends in San Francisco prepared for the Department of City Planning² indicates that past increases in retail sales in San Francisco are due primarily to increased demand by nonresidents. This in turn has accounted for some increases in retail employment in the northeast part of the city, while a decline has occurred in the western residential areas.

Between 1960 and 1969, Alameda and San Francisco Counties were the only Bay Area counties registering a decline in their share of the area's retail sales. During this period, San Francisco County's retail sales dropped from the largest to the third largest

¹U.S. Department of Commerce, 1960 and 1970 censuses of population and housing, Census tracts.

²Arthur D. Little, Inc., Commercial and industrial activity in San Francisco: present characteristics and future trends, June 1975, pp. II-5, IV-26 and 27.

in the Bay Area. The development of large suburban regional shopping centers, with major full-line department stores as a nucleus, has been cited as a cause of the shift in shopping patterns.¹

Projections of employment, space, and land requirements for the retail trade industry for 1985 have been developed for areas generally east and west of Van Ness Avenue. Between 1973 and 1985, retail employment in the western section of San Francisco is expected to increase by 550. Total floor space and land requirements are expected to increase by 330,000 square feet and 7.5 acres, respectively.²

With 701,340 square feet of active building space, Stonestown Shopping Center currently employs about 1,330 retail workers and has a sales volume of \$65.4 million (1975). Based on 1976 tax rates, these sales generate a total sales tax receipt of \$4.25 million, of which \$3.27 million is State sales tax, \$654,000 is City/County sales tax, and \$327,000 is allocated to the Bay Area Rapid Transit District. Sales volume for the existing shops in the center is expected to grow from \$65.4 million in 1975 to \$80 million in 1980.³

¹Security Pacific National Bank, San Francisco Bay Area report, April 1971.

²Arthur D. Little, Inc., Commercial and industrial activity in San Francisco, p. IV-37.

³Arthur Schumacher, Stoneson Development Corporation, telephone conversation March 4, 1976.

The site of the proposed store and garage has a 1976 assessed valuation of \$380,695. Based on the 1976 property tax rate of \$11.50 per \$100, it generates property taxes of \$43,780. Since the building on this property is vacant, the site's primary economic function is to provide parking for the Stonestown Market and the shops on the mall.

III. DIRECT AND INDIRECT ENVIRONMENTAL IMPACTS

A. GEOLOGY, SOILS, SEISMICITY, AND HYDROLOGY

The proposed department store and parking garage would require excavation of about fifteen feet of soil for their lower levels. No soils survey of the site has been conducted. Because of the limited load-bearing capacity of the sandy soil of the area, spread footings¹ would be used as the foundation for the two buildings.

The proposed project would be located in an area of seismic hazard, as is all of San Francisco.

The site is paved over and fully impervious; therefore, no change would occur to affect local hydrologic conditions if the proposed project were implemented.

B. CLIMATE AND AIR QUALITY

The store and garage would increase shadowed areas along Winston Drive during all seasons. The elevated connector would create shadowed areas and would be expected to increase channeling of winds along Winston Drive, resulting in lowered comfort for pedestrians. Within the enclosed mall, reduction of winds and elimination of rainfall would generally increase pedestrian comfort.

¹Steel-reinforced concrete pads used to support a structure and spread its load over a larger surface area.

A short-term air quality impact of the proposed project would be increased dust in the air during construction. During demolition of the existing structure, grading, and excavation, the area's persistent winds would carry dust into adjacent areas, causing an occasional nuisance to pedestrians and soiling exposed surfaces such as auto exteriors. There are no known hazardous substances, such as asbestos insulation, within the existing structure.

The project would not directly emit pollutants. Indirect impacts would be due to energy usage and vehicular traffic.

The project itself would use electricity only. Its electrical demand would result in an increase in combustion products from fossil-fueled electric power generation elsewhere.

By inducing traffic, the project would indirectly increase pollutant emissions. About four thousand daily trips would be generated by the project, resulting in an increase in vehicle miles traveled of less than 20,000 (based on an average trip length of five miles).

On the local scale, carbon monoxide is the most important pollutant. An analysis of curbside carbon monoxide levels for the Nineteenth Avenue-Winston Drive intersection was conducted for the peak one-hour traffic period (5 to 6 p.m.) and the peak eight-hour traffic period (11 a.m. to 7 p.m.), corresponding to the averaging times of the Federal standards for carbon monoxide. Traffic information was taken from the Transportation Impact

Report (Appendix C). Curbside concentrations from both roads were superimposed, using the methodology developed by the Bay Area Air Pollution Control District.¹ Average vehicle speed was assumed to be 20 mph, and emission factors for the 1976 vehicle mix were used.

The analysis showed that curbside concentrations are currently 35 and 55 percent of the Federal one- and eight-hour standards. With the addition of project traffic, these percentages would increase to 37 and 59 percent of the standards, respectively, under identical adverse meteorological conditions. Concentrations drop off rapidly with distance from the intersection or from either roadway; thus it is unlikely that any residences or other sensitive receptors near the site would have carbon monoxide exposures exceeding either standards, whether the project were built or not.

Within the parking garage, concentrations of certain air pollutants are expected to exceed ambient levels. An analysis of probable levels of carbon monoxide within the garage under adverse meteorological conditions (a $\frac{1}{2}$ -meter-per-second wind) showed that peak one-hour and eight-hour average concentrations

¹Bay Area Air Pollution Control District, Guidelines for air quality impact analysis of projects, Technical Services Division Information Bulletin, San Francisco, June 1, 1975.

would reach only 25 and 20 percent, respectively, of the ambient air quality standards.¹

C. TRANSPORTATION (see also Appendix C)

Impacts on traffic and transportation would result from increased trip activity generated by the addition of retail facilities at Stonestown. This increased trip activity would involve additional automobile, pedestrian, transit, and service vehicle travel.

1. Traffic

The proposed department store would generate an additional 3,950 trips per day to/from Stonestown. Of this total, 370 new trips would be generated in the 4:30-5:30 p.m. peak traffic period.

The increase in traffic associated with the store would affect the three signalized intersections closest to the shopping center. Capacity calculations for existing conditions, expanded shopping center conditions, and future conditions were conducted for these three locations.

At the Nineteenth Avenue-Eucalyptus Drive and Lake Merced Boulevard-Winston Drive intersections, the levels of

¹Based on estimated peak one- and eight-hour parking turnover and assuming one minute of idling time per vehicle and a travel distance of one-tenth mile within the structure at 10 miles per hour.

service¹ would not change with the project. The level of service at the Winston Drive-Nineteenth Avenue intersection would deteriorate slightly from C to a level between C and D.

To evaluate the longer-range impact of the proposed project, traffic growth in the Stonestown vicinity was projected to 1985 and capacity calculations were performed on 1985 conditions. If traffic in the Stonestown area were to continue to grow at a rate of 1 to 1.5 percent per year, the levels of service of all three intersections would deteriorate, but in no case would they drop below D.

In addition to generating new traffic, the project would redistribute traffic. The addition of a new department store could change the directions of approach to the center because the new store could draw from a larger or slightly different trade area. The 3,950 new trips would represent 15 percent of the existing 25,200 daily trips.

Travel demand on Buckingham Way between the new parking garage and Nineteenth Avenue would increase because of the entrance/exit from Buckingham Way to the lower level of the proposed garage, which would serve about a third of the 670-car

¹Level of service is a quantitative measure of a number of factors, including speed and travel time, traffic interruption, freedom to maneuver, safety, driving comfort, and convenience and operating cost. Levels range from A, denoting free flow with low volumes and high speed, to F, with jammed conditions and long delays. See Table 8, Appendix C, p. 142.

garage. Because of left-turn prohibitions to/from Nineteenth Avenue, the Buckingham Way garage access point would probably be used more as an exit than as an entrance.

2. Parking Supply

Peak parking data indicate that 2,000 to 2,200 spaces in Stonestown are now used on peak days of the year. An increase of 330 parking spaces to accommodate the new department store should result in a total parking supply that would remain adequate to meet even peak parking demand.

In shopping centers an attempt is made to distribute parking supply according to the demand within the center. Acceptable walking distances in a shopping center parking lot are normally considered to be about 200 to 250 feet;¹ thus as much prime customer parking as possible should be located within this radius of the proposed store. Existing unused parking is located beyond the 250-foot radius.

A parking ratio of 5 spaces per 1,000 square feet of gross leasable area (GLA) is normally considered standard;² however, the relatively high percentages of transit/pedestrian arrival,

¹David K. Witheford, Zoning, parking and traffic, (Saugatuck, Connecticut: The Eno Foundation, 1972).

²Urban Land Institute, Parking requirements for shopping centers, Technical Bulletin No. 53, 1965.

coupled with the lower project traffic generation rates, indicate that 4 spaces per 1,000 square feet of GLA would be an appropriate parking ratio for the proposed store. Based on the above considerations, the project would require about 720 parking spaces within 200 to 250 feet. There are about 120 surface parking spaces within 200 feet of the department store; thus a total of 790 spaces would be provided within 250 feet.

3. Transit

The expanded center is expected to attract an increased number of transit riders to Stonestown. The buses now serving Stonestown are not filled to capacity when they reach it; therefore, the increase in ridership to/from the shopping center could be accommodated. These buses are filled to capacity, however, when they are closer to the center of the city.

Since this location is not a major loading point for the buses, transit ridership data by line are not available. Precise estimation of additional transit demand for each line is not possible.

4. Pedestrians

The project would result in increased pedestrian trips to/from Stonestown because nearby residents would be expected to visit the center more often with the increase in available merchandise. The directional flows of pedestrian traffic entering the Stonestown Shopping Center would remain the same.

A pedestrian-vehicle conflict point in the shopping center would continue to be the crossing from the mall at Winston Drive west of Twentieth Avenue. Recent counts show that the crossing demand at this point is 650 pedestrians per hour during the mid-afternoon peak shopping period and 310 pedestrians per hour during the 4:30-5:30 p.m. peak traffic hour. If the proposed department store generated as much pedestrian traffic as the Emporium mall entrance, another 970 pedestrians per hour would be added to this crosswalk. Thus a total crossing demand of 1,620 pedestrians per hour during midday and 1,280 pedestrians per hour during the evening peak traffic hour would be exerted if the proposed project were implemented.

All of the peak-hour pedestrian crossings would be made with a property timed signal. Consideration of the cycle time that pedestrians would accept and the length of the resultant traffic queue along Winston Drive shows that, if a 25- to 30-second pedestrian crossing were allowed, traffic would back up into the Winston Drive-Twentieth Avenue intersection unless a second traffic lane were provided.

5. Service Vehicles

The proposed project would generate 30 additional truck trips per day. Six would be to stores on the mall and would use the trunk tunnel underneath the mall. The remaining 24 trips to Bullock's would use the loading dock located along Buckingham Way.

D. NOISE

The greatest generation of noise associated with the proposed project would take place during construction. Demolition of the existing structure, earth moving, and grading and construction activities would elevate noise levels near the site. The loudest activities would be pavement breaking and earth moving, which would generate peak noise levels of about 90 dBA at 50 feet.¹ Peak noise would be audible at locations with direct line of sight as far as 800 feet from the site. Construction activities would probably annoy residents of apartments across Buckingham Way.

Permanent impacts on the noise environment would be due to project traffic and mechanical equipment. Traffic noise levels in the project area would be increased less than 1 dBA. Within the parking garage, noise levels would be high near auto traffic. Noise from within this structure would be audible during store hours in adjacent pedestrian areas along Winston Drive and Buckingham Way.

Truck noise at the loading dock would affect residents along Buckingham Way.

Noise from mechanical equipment on the roof of the structure would not be audible anywhere near the site.

¹U.S. Environmental Protection Agency, Noise from construction equipment and operation, building equipment, and home appliances December 31, 1971.

E. VEGETATION AND WILDLIFE

The project would remove existing landscaped vegetation, eliminating some habitat for urban animals such as birds.

F. AESTHETICS (Figures 14, 15, and 16)

The department store would be larger and about 20 feet higher than most existing structures at Stonestown and would stand out in the complex of buildings. The garage would be unprecedented in the neighborhood and would change its character in scale and concept.

Approached on Winston Drive from the north, the parking garage would have the effect of turning the observer inward toward the shopping center to the east, visually controlling the flow of traffic.

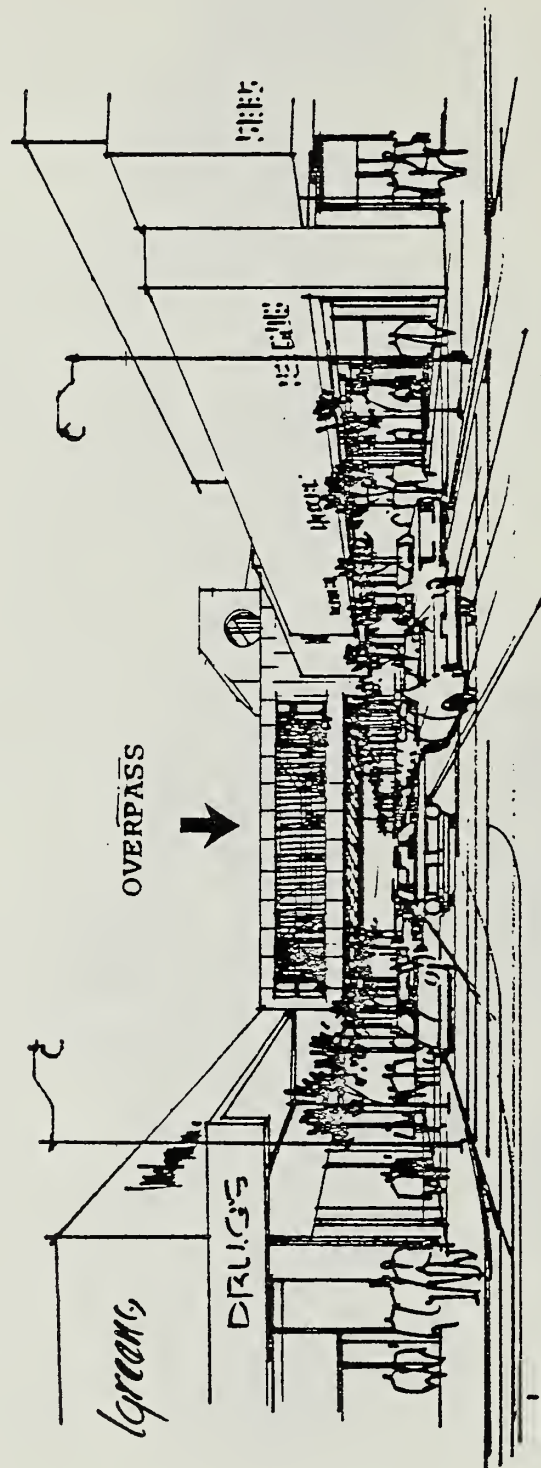
G. LAND USE AND DEMOGRAPHY

Most elements of the project would intensify existing uses rather than change them. Almost all of the project site south of Winston Drive would be covered by two structures. The existing two-story building would be replaced by one with three stories (one underground) that would span the area between Winston Drive and Buckingham Way, covering the parking area south of the existing building and occupying 58,300 square feet. The garage would cover a nearly equal area, 58,080 square feet, and would provide space for 670 cars.



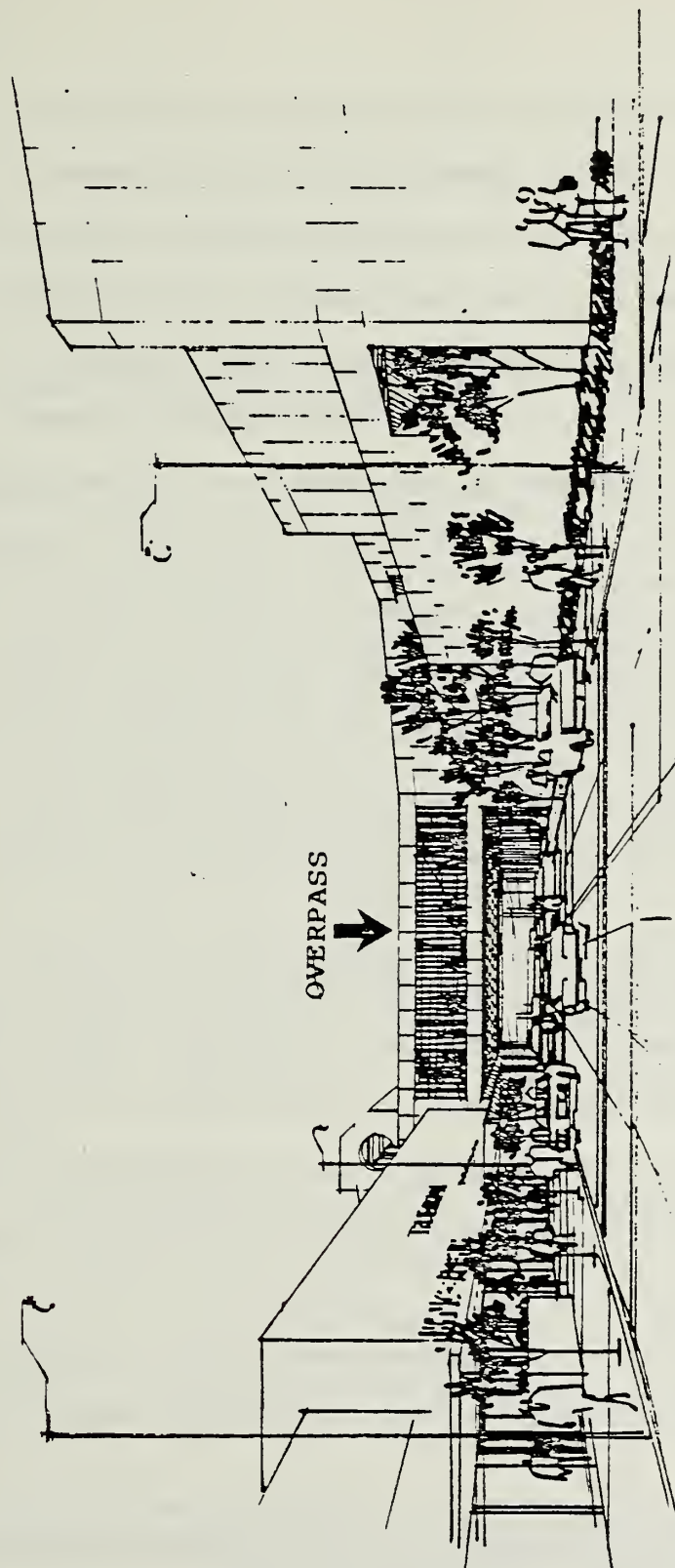
**RENDERING: LOOKING NORTH
FROM BUCKINGHAM WAY**

FIGURE 14



RENDERING: LOOKING WEST
FROM WINSTON DRIVE

FIGURE 15



RENDERING · LOOKING EAST FROM
WINSTON DRIVE

FIGURE 16

The only element of the proposed project that represents a new use rather than an expansion or modification of existing uses is the elevated connector, containing about 7,600 gross square feet of retail space, that would span Winston Drive, linking the department store with the Stonestown mall. This connector represents use of public air rights above Winston Drive. A precedent for this type of use was established with the development of an elevated connector containing retail space over Webster Street at the Japan Center shopping complex. This was part of a public project, the Japanese Cultural and Trade Center Redevelopment Project. The elevated connector required permit approval by the Department of Public Works, the Planning Commission, and the Board of Supervisors, but purchase or lease of air rights was not necessary.¹

By connecting the new building with the mall, the connector would separate pedestrian and auto traffic. Since the store would be separated by Winston Drive from the rest of the center, the connector would unify shopping center activities by enabling shoppers to walk from one end to the other without interference by autos.

The San Francisco Comprehensive Plan contains several elements that relate to the project. Policies 8 and 9 of the

¹Don Burkholder, Architect, San Francisco Redevelopment Agency, telephone conversation September 3, 1976.

Conservation Element of the Urban Design Plan¹ are concerned with private use of public street areas or air rights as required by the proposed overpass. These policies recommend that the City:

- maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings (Policy 8);
- review proposals for the giving up of street areas in terms of all public values that streets afford (Policy 9).

Policy 8 recommends that street areas be given up only if "extremely positive and far-reaching justifications" are evident. Policy 9 includes criteria by which a proposal for private use of public use of street areas is to be judged. With consideration of the fact that the proposed overpass would require only the lease or sale of public air rights, the public benefits, such as additional revenue and employment, increased safety, and improved transportation and circulation, should be weighed against loss of views and sunlight, intrusion on open space, and increased winds and discomfort.

The Transportation Element² also contains objectives and policies that relate to the project. Objective 3 of the Thoroughfare Plan is to provide safe and pleasant space for pedestrians. Policy 3 is to ensure convenient and safe pedestrian crossings.

¹San Francisco Department of City Planning, The urban design plan for The Comprehensive Plan of San Francisco, May 1971.

²San Francisco Department of City Planning, Transportation: The Comprehensive Plan, adopted April 27, 1972.

H. COMMUNITY SERVICES

1. Water

The proposed project would consume roughly 35,000 gallons of water per day.¹ The service connection would be made from a 12-inch main on the north side of Winston Drive. Water is available to serve the project's needs.

2. Wastewater²

The proposed project would deliver about 35,000 gallons per day (0.035 million gallons per day) into the sewer system. This would represent an increase of 0.06 percent in the average daily dry-weather load at the Richmond-Sunset treatment plant. This addition could be treated easily during dry weather but would contribute to untreated wet-weather overflows during rainfall of more than 0.02 inch per hour until interim improvements to the Richmond-Sunset plant are completed.

3. Solid Waste

The proposed project is expected to generate about 1.7 tons of solid waste per day.³ Service collections would be made

¹Michael Richardson, Supervisor of Service and Supply, San Francisco Water Department, personal interview February 24, 1976.

²Arthur Brandow, Division of Sanitary Engineering, San Francisco Department of Public Works, telephone conversation February 23, 1976.

³California Solid Waste Management Board, Solid waste generation factors in California, Technical Information Series Bulletin No. 2, July 8, 1974.

every three to five days.¹ The solid waste generated from the project site would represent about 0.0013 percent of San Francisco's total solid wastes.²

4. Fire Protection

The San Francisco Fire Department Division of Planning and Research has reviewed the plans and has determined that the water supply for fire fighting is adequate in the area. Roads and driveways meet minimum access width requirements.³ The design of the pedestrian overpass would be reviewed by a fire inspector working within the Bureau of Building Inspection, and fire prevention requirements would be developed prior to approval of a construction permit.⁴

5. Police Service

By increasing pedestrian and auto traffic, the proposed project could increase the number of incidents reported to police.

¹Dino Queirolo, Vice President, Sunset Scavenger Corporation, telephone conversation February 24, 1976.

²Stanford Snoek, San Francisco Department of Public Works, telephone conversation October 17, 1975.

³Chief Robert E. Rose, San Francisco Fire Department, letter to Environmental Impact Planning Corporation March 10, 1976, on file at the San Francisco Department of City Planning.

⁴Richard Dixon, Fire Inspector, Fire Prevention Bureau, San Francisco Fire Department, telephone conversation September 3, 1976.

It is not expected to cause any unusual enforcement problems or to require the San Francisco Police Department to add personnel.¹ No additional enforcement problems or manpower requirements are currently foreseen by the Stonestown Security Department.²

I. ENERGY CONSUMPTION

Energy used by the project would be provided by electricity. The connection for the department store would be a 4,000 ampere, 277/480-volt bus duct connected to a Pacific Gas and Electric Company outdoor transformer. The connected kilowatt load of the department store is designed at 1,920 Kw.

The average daily electrical use would be 13,900 kilowatt-hours (Kwh) for the department store, 1,400 Kwh for the lights in the parking structure, and 4,350 Kwh for the enclosed mall.

The distribution of electrical use for a 24-hour period on an average weekday is shown in Figure 17. A minimum of electricity would be used between midnight and 8 a.m., mainly for security lighting. As personnel arrived, usage would increase between 8 and 10 a.m. At 10 a.m. the store would open and usage would increase sharply with the onset of functioning of all lighting and mechanical systems. At 9 p.m. the store would close and usage would quickly drop to the minimum.

¹Captain Donald Taylor, San Francisco Police Department, telephone conversation February 26, 1976.

²Gene Orr, Chief Security Officer, Stonestown Security Department, personal interview April 1, 1976.

The average monthly electrical use rate would be 460,000 Kwh per month, or 2.4 Kwh per square foot per month. Figure 17 shows the project's monthly average consumption. The period of highest electrical consumption would be summer, owing to air-conditioning loads. San Francisco and its commercial sector also peak during the summer.¹

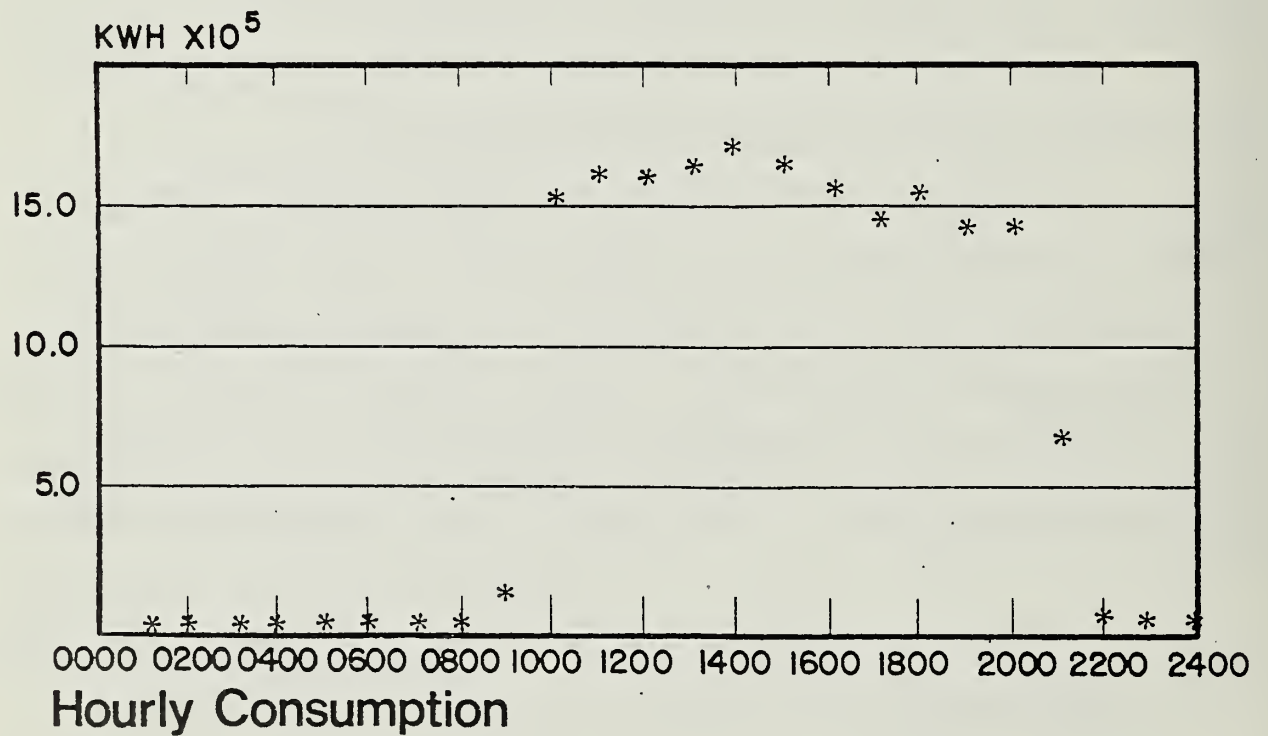
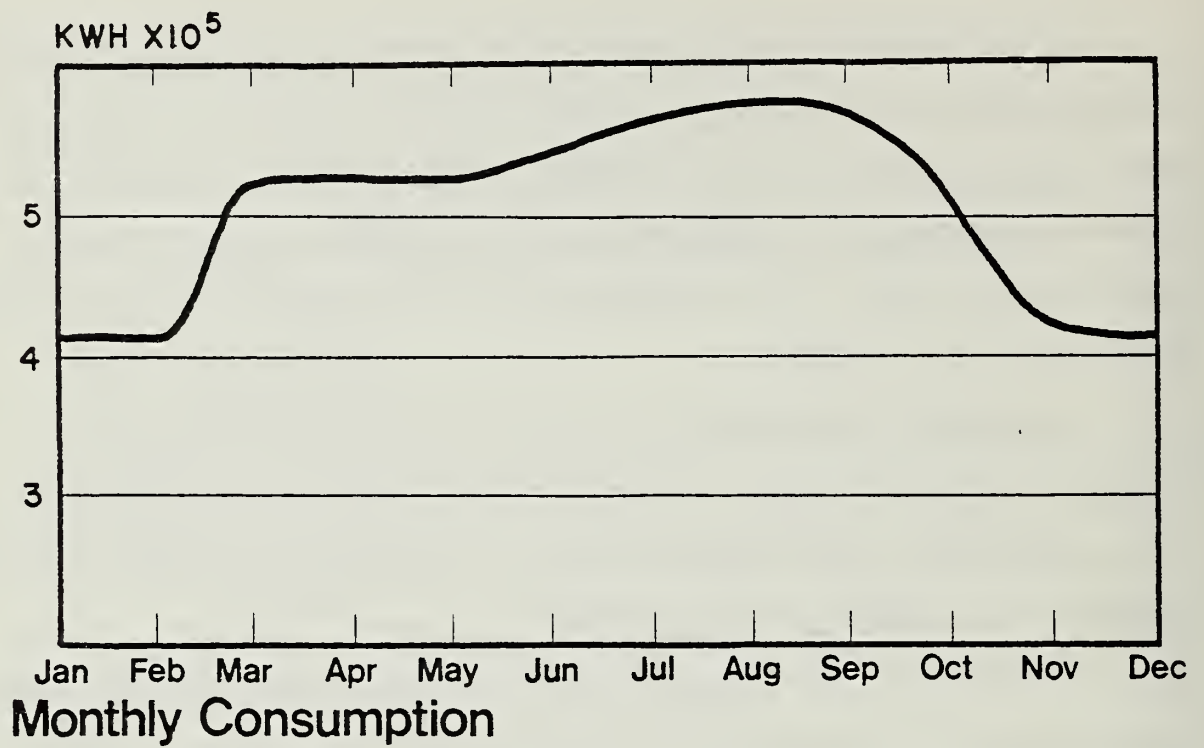
Traffic generated by the project would increase the consumption of fossil fuels. Based on the increases in shopping trips, gasoline usage associated with the shopping center would increase by a maximum of 16 percent.

Energy in the form of fossil fuels and electricity would also be used in construction activities and in the manufacture of various components of the proposed structures.

J. DIRECT ECONOMIC IMPACTS DURING CONSTRUCTION

The cost of the project is estimated at \$9,750,000, of which 2.35 million dollars would be for the parking garage, 20 million dollars for the mall expansion, and the remainder for the new retail store and connector. The developer estimates that about 15,750 person-weeks of construction employment would be needed to construct the project. No schedule has been developed for the mall expansion; however, assuming 15 months for completion, 190 workers would be employed on construction of the parking garage, department store, and elevated connector.

¹California Energy Resources Conservation and Development Commission, Quarterly fuel and energy summary, second quarter 1975.



ELECTRICAL CONSUMPTION

FIGURE 17

Construction expenditures and employment would generate a short-term increase in activity for other sectors of the economy, such as the construction material, retail, and service sectors.

K. LEVEL OF BUSINESS ACTIVITY AND EMPLOYMENT GENERATED BY THE PROPOSED PROJECT

Based on information provided by the developer, the proposed project is expected to generate sales of \$18 million in its first year of operation and \$22 million by the fifth year. Under the present project schedule, the first full year of operation would be 1978, during which the shopping center, as it exists now, is projected to have a sales volume of \$75.6 million.

The project would create a 24 percent increase in sales, raising total sales for the shopping center to \$93.6 million in 1978. This increase in sales volume would be generated by a 27 percent growth in building area currently under active use (an increase of 180,000 square feet over the existing active area of 701,340 square feet excludes 64,400 square feet of vacant space in the City of Paris Stonestown building).

Bullock's has indicated that 140 full-time and 180 part-time workers, a total of 320, would be employed in the store. Of these, 85 full-time and 110 part-time employees would be in sales. Since 43 percent of the jobs would be part-time positions, the project would probably provide employment opportunities for students at nearby San Francisco State University.

L. FISCAL IMPACTS

Assuming that the sales tax rate remains at the existing level of 6.5 percent, the proposed project could generate annual sales tax receipts of \$1.17 million. Of this, \$900,000 would accrue to the State (5%), \$180,000 to the City and County of San Francisco (1%), and \$90,000 to the Bay Area Rapid Transit District (0.5%) (see Table 1). After five years of operation, annual sales tax receipts would increase to \$1.43 million as sales grew to \$22 million, assuming no change in the rate.

These tax revenue increases would take place if all project sales were new sales. Some of these sales would, in fact, have been made elsewhere if the project were not built. The project sponsors expect to take in revenues from three sources: retail sales displaced from existing centers in San Francisco; sales captured from competing centers outside the city; and new sales representing a previously untapped market.

Assessed valuation for the project site and improvements is expected to increase from the 1975-76 figure of \$380,695 to \$2.1 million.¹ Based on the current property tax rate of \$11.50 per \$100 of assessed value, the new facilities would generate property taxes of \$241,500 annually, an increase of \$197,720 over the existing tax of \$43,780.

¹Information provided by developer.

TABLE 1
Estimated Tax Receipts

	<u>Sales Tax</u>	
	<u>First Year</u>	<u>Fifth Year</u>
Estimated sales volume	\$18,000,000	\$22,000,000
Sales tax rate ¹	6.5%	6.5%
Total sales tax receipts	1,170,000	1,430,000
State share (5%)	900,000	1,100,000
City/County share (1%)	180,000	220,000
BART share (½%)	90,000	110,000

	<u>Property Tax</u>
Assessed value	\$ 2,100,000
Property tax rate ¹	11.50 per \$100
Total property taxes	241,500

¹Assumes tax rate will remain the same.

M. IMPACT ON REGIONAL RETAIL ACTIVITY

Retail floor area is projected to increase by 330,000 square feet by 1985 in the entire western section of San Francisco.¹ The expected net increase of 116,000 square feet created by the proposed project would represent about 35 percent of the total projected increase.

Projections also indicate a growth in retail employment of 546 in western San Francisco between 1973 and 1985 despite a decrease in retail employment in the city between 1970 and 1973. The increase in employment due to this project would represent nearly 60 percent of this projected increase.

Given the relationship of the Stonestown Shopping Center to other commercial centers in western San Francisco and outside San Francisco, such an increase in retail activity would not be unexpected. Such growth could give Stonestown a competitive advantage that would reduce activity elsewhere in that shoppers who previously traveled greater distances to other shopping areas, such as Serramonte Center (4 miles south), Tanforan (7 miles southeast), or downtown San Francisco (6 miles northeast) would shop at Stonestown.

¹Arthur D. Little, Commercial and industrial activity.

Although population in the immediate area of the shopping center (San Francisco Department of City Planning, Planning District 17)¹ has been declining, the mean income of families in the area is almost 30 percent higher than the city mean (\$16,100 vs. \$12,500 in 1969 dollars). Thus the residents of this area have more buying power than the general city population. This indicates a potential level of retail activity higher than that expected purely from trends in population.

¹Includes the Ocean View, Merced, and Ingleside neighborhoods.

IV. MITIGATION MEASURES PROPOSED TO MINIMIZE IMPACTS

Mitigation measures have been included in the proposed project to minimize the following adverse impacts.

A. INCREASED ENERGY CONSUMPTION ON SITE

A number of steps would be taken to conserve electricity. Fluorescent fixtures would be used instead of incandescent lights, which are less than one-third as efficient. Exterior lighting, canopy signs, and walkway and planter lighting would be controlled by time switches that would turn off all lights at closing time except those needed by janitors or for security.

To decrease thermal transmission through walls, a minimum amount of glass would be used in the department store. An economizer cycle would be installed in the heating, ventilating, and air-conditioning system; this cycle allows outside air rather than mechanical refrigeration to be used for air conditioning when possible and brings in a minimum of outside air when air conditioning is not needed.

The mall enclosure would contain 10 to 12 percent clear glass panels to minimize inside lighting needs during the day. This would be offset by solar heat during summer, which would increase the need for air conditioning. Adjustable blinds could

be used to reduce air-conditioning loads. Such blinds have been included in the design of the pedestrian overpass; they would permit natural lighting but could be closed in late afternoon to reduce heat gain.

Use of natural gas for space and water heating would be more efficient than use of electricity, but natural gas is a declining resource and future supplies are uncertain.

B. OTHER IMPACTS

1. Disruption of Area During Construction

The developer plans to minimize noise and dust generation during construction. Equipment would comply with the San Francisco Noise Ordinance,¹ and construction would be limited to weekday daylight hours. The San Francisco Building Code requires that measures be taken to reduce dust generation, specifically, watering down demolition materials and soil.

2. Site in Hazardous Seismic Zone

The buildings would be constructed according to the San Francisco Building Code, which is intended to prevent structural collapse during strong ground shaking. The use of spread footings would reduce the potential for structural damage due to differential settling during an intense earthquake.

¹San Francisco municipal code, Part II, Chapter VIII, Section I, Article 29.

3. Possibility of Historic or Archaeological Artifacts on the Site

The project sponsor would allow an inspection of the project area for archaeological sites following demolition of existing structures and removal of ground cover.

4. Increased Pedestrian Crossing at Winston Drive

The elevated connector would divert pedestrians who might otherwise cross Winston Drive at the south end of the mall.

5. Increased Traffic and Congestion (Figure 18)

Several streets in the Stonestown Shopping Center are private; therefore, the following measures would be implemented by the developer without the need for City approval:

- Increase the enforcement of no-parking zones along Buckingham Way from Twentieth Avenue west to the first major parking entrance.
- Install a four-way stop at Buckingham Way and Twentieth Avenue.
- Prohibit U turns in the median break at Twentieth Avenue between Eucalyptus Drive and Buckingham Way.
- If increased travel on the easterly portion of Buckingham Way were to become a problem, the lower floors of the parking garage would be designated for employee parking to reduce turnover.

The following measures would involve city streets and hence the approval and authorization of the City:

- Eliminate curb parking from a point 100 feet west of the west garage entrance east to Twentieth Avenue along Winston Drive.

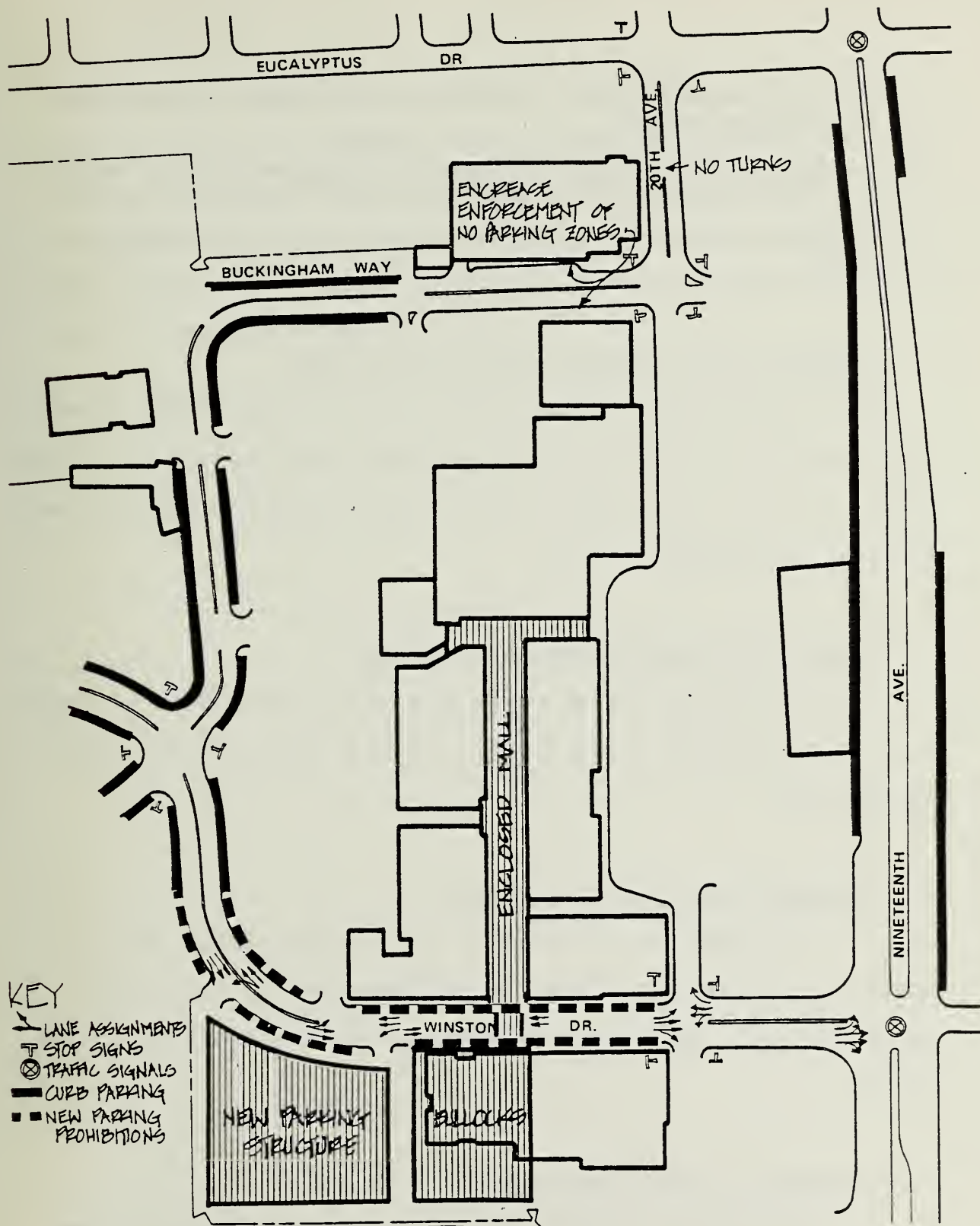


FIGURE 18

- Restripe Winston Drive to provide six lanes adjacent to the parking garage.
- Restripe Winston Drive between the proposed parking garage and Twentieth Avenue to provide a five-lane cross section.
- Install a four-way stop at Twentieth Avenue and Winston Drive.

6. Changes in the Visual Quality of the Site

The varied facade of the store would provide visual interest. The setback of this structure from Buckingham Way and the stepped nature of the south facade would provide a transition from residential to commercial areas.

7. Noise from Truck-Unloading Operations

A barrier would be built near the loading dock to reduce noise from unloading operations at the residences across Buckingham Way.

8. Occupation of Public Air Space

The bridge as proposed includes glass areas, which are thought by the architect to lighten the scale of the bridge, and which would reveal the pedestrian-carrying function of the bridge.

9. Increased Traffic Generation

The project sponsors could give transit tokens to customers making a minimum purchase. Bullock's and Stoneson Development Corporation have stated that they would propose such a

program to the Stonestown Merchants Association, but do not feel that they can implement such a program unilaterally.

Location of the department store and parking garage at the south end of the shopping center would shift some traffic from the currently congested north end of the center and would result in improved traffic flow.

V. ADVERSE ENVIRONMENTAL EFFECTS THAT COULD NOT
BE AVOIDED IF THE PROJECT WERE IMPLEMENTED

The short-term (construction) adverse impacts that would result from the proposed project are:

- increased noise and airborne dust;
- increased traffic congestion due to construction vehicles;
- disruption of pedestrian flow.

The long-term (permanent) adverse impacts of the project would be:

- blockage of views from apartments along Buckingham Way;
- increases in traffic on nearby streets;
- increases in air pollution and noise due to project traffic;
- more frequent uncomfortable conditions for pedestrians, especially under the overhead connector, because of increased shadows and accelerated winds down Winston Drive;
- increased energy consumption on the site.

VI. ALTERNATIVES

A. NO PROJECT

This alternative would leave the site in its present state. The present City of Paris Stonestown building could be used, although the Stoneson Development Corporation has been unsuccessful in the past in finding a suitable permanent lessee since the City of Paris Stonestown ceased business. The existing structure contains about 64,000 square feet of space, which is too small for a major department store. The project sponsor has been approached with a number of other proposals that could use the existing structure, but none of these would meet the sponsor's objective, which is to provide a major attraction at the south end of the mall to balance the distribution of pedestrian traffic along the mall.

This alternative would eliminate the construction, climate, energy, and community service impacts of the proposed project. The lower traffic generation of such a use would make the pedestrian overpass unnecessary, would be unlikely to require a parking garage, and would have lower noise and air quality impacts on the neighborhood. Tax revenues generated by this alternative would be lower than those of the project as proposed.

B. USE OTHER THAN AS A DEPARTMENT STORE

A number of uses for the site are permitted under the C-2 zoning; other proposed uses include a flea market, office

space, or restaurants. The project sponsor believes that these uses would not relate well to either the existing or the proposed expanded mall because they would not be strong pedestrian attractors. This alternative would tend to separate the area south of Winston Drive into a neighborhood service center (in combination with the existing Stonestown Market), distinct and apart from the mall. This would be particularly true if the mall were enclosed. If the existing City of Paris Stonestown building were used, the impacts on the area would be similar to those of the No Project alternative.

If new facilities were to be built, impacts similar to those of the proposed project would be exerted; however, because these uses would generate less pedestrian and auto traffic, impacts would be reduced. A parking garage or pedestrian overpass could be unnecessary. The lower traffic generation might eliminate the necessity for the proposed traffic mitigation measures. The tax revenues generated by the alternative would be less than those of the project as proposed.

C. ALTERNATIVE DESIGNS

1. Department Store

The potential size of the department store is limited only by the 40-foot height limit and the approved total square footage allowed by the 1962 Planning Commission Resolution. Either larger or smaller stores are possible. The upper limit would be about

181,000 square feet, which would require construction of larger garage. Smaller stores would not meet the requirements of Bullock's.

The impacts of various alternative-size stores would be roughly proportional to size. A larger store would have greater traffic, climate, energy, visual, and construction impacts than the proposed project. A pedestrian overpass and parking garage would be necessary. The larger sales volume would result in generation of tax revenues.

A smaller department store would have correspondingly smaller impacts on traffic, climate, energy, visual quality, and air and noise pollution. A smaller store might not require a pedestrian overpass, and the lower traffic generation might not require the traffic mitigation measures necessitated by the proposed project. Sales and resulting tax revenues would be lower than those for the project as proposed.

2. Parking Garage

The minimum size of the parking garage is controlled by the present requirement of two square feet of parking area to one square foot of floor space. The 280,000-square-foot garage proposed preserves the two-to-one ratio considering the department store and mall expansion. A smaller parking garage would require a modification of the two-to-one ratio by the City Planning Commission. Congestion along Winston Drive would be increased on

high demand days and could lead to customers' parking on Buckingham Way. This congestion could act as a discentive to using the private automobile and increased use of public transportation.

A larger parking garage would not be used to capacity and would be more expensive than the proposed garage. By providing more than the required square footage, the large parking garage would accommodate some future expansion within Stonestown. By providing excess parking supply, a larger garage could encourage use of the private auto at the expense of public transportation.

The parking garage could be designed to accommodate future partial conversion to commercial space. The sloped-floor design of the garage as proposed would make this impossible without total redesign of the structure. The advantage of such an alternative would be its flexibility in the future. Should increased public transit usage reduce parking demands, unused parking space could be put to use. Because such a conversion would both reduce parking space and create retail space, however, the present two-to-one parking/commercial space ratio would have to be relaxed.

The project as proposed does not include space for bicycle parking. The project sponsor would, however, consider converting some auto parking space to bicycle parking in the future if the demand were to arise.

3. Elevated Connector

There are several alternatives to the merchandised pedestrian overpass as proposed:

a. Pedestrian Overpass

This alternative would connect the existing mall to the second level of the proposed department store by way of a simple pedestrian overpass over Winston Drive. The overpass of this alternative would not contain retail space, and the project sponsor believes that it would not attract as many pedestrians as the merchandised overpass. Difficulty in inducing pedestrians to use the overpass might require additional measures, such as a traffic signal, at the existing crosswalk, to reduce pedestrian-vehicle conflicts.

This alternative would reduce the energy demand and construction impacts of the project, since the overpass would be considerably narrower than the proposed merchandised overpass. The shadowed area of this overpass, and the channeling effect on winds would be less than that of the proposed project.

b. Pedestrian Traffic Signal

This alternative would add a pedestrian traffic signal to the crosswalk between the department store site and the mall, in order to assign right of way alternately to pedestrians and vehicles along Winston Drive. It would lower the capacity of Winston Drive for automobile traffic and would reduce the level of service of this portion of the roadway.

c. Uncontrolled Pedestrian Crosswalk

This alternative would be a continuation of the existing uncontrolled pedestrian crosswalk between the existing mall and the proposed department store. If the proposed overpass could attract most or all of the trips between the new department store and the existing mall, the pedestrian volumes crossing at street level could continue safely to cross at an uncontrolled crosswalk. The resulting conditions would be no worse than they are today.

If the project were built with no overpass and an uncontrolled crosswalk, serious pedestrian-automobile conflicts could develop. The pedestrian demand could stop traffic frequently and cause a reduction in the capacity of Winston Drive. Congestion and accidents could increase, and average speeds and level of service could decrease.

4. Mall Enclosure

The mall enclosure could be built of a variety of materials and could take many configurations. Designs using less glass would require more electricity for lighting; designs using more glass would require less daytime lighting but more air conditioning because of heat gain through the glass.

Provision of mechanical ventilation alone rather than air conditioning would reduce energy consumption, but would not allow the opening of store fronts, since the mall stores are currently air conditioned.

D. ALTERNATIVE SITE PLANS WITHIN STONESTOWN SHOPPING CENTER

Several alternative site plans were considered during the development of the plans for the proposed project. These include:

1. Locating the store and garage elsewhere in the shopping center.
2. Realigning Winston Drive.
3. Depressing or elevating Winston Drive.

Each would involve a retail facility containing 150,000 to 200,000 square feet and an associated 600- to 700-space garage.

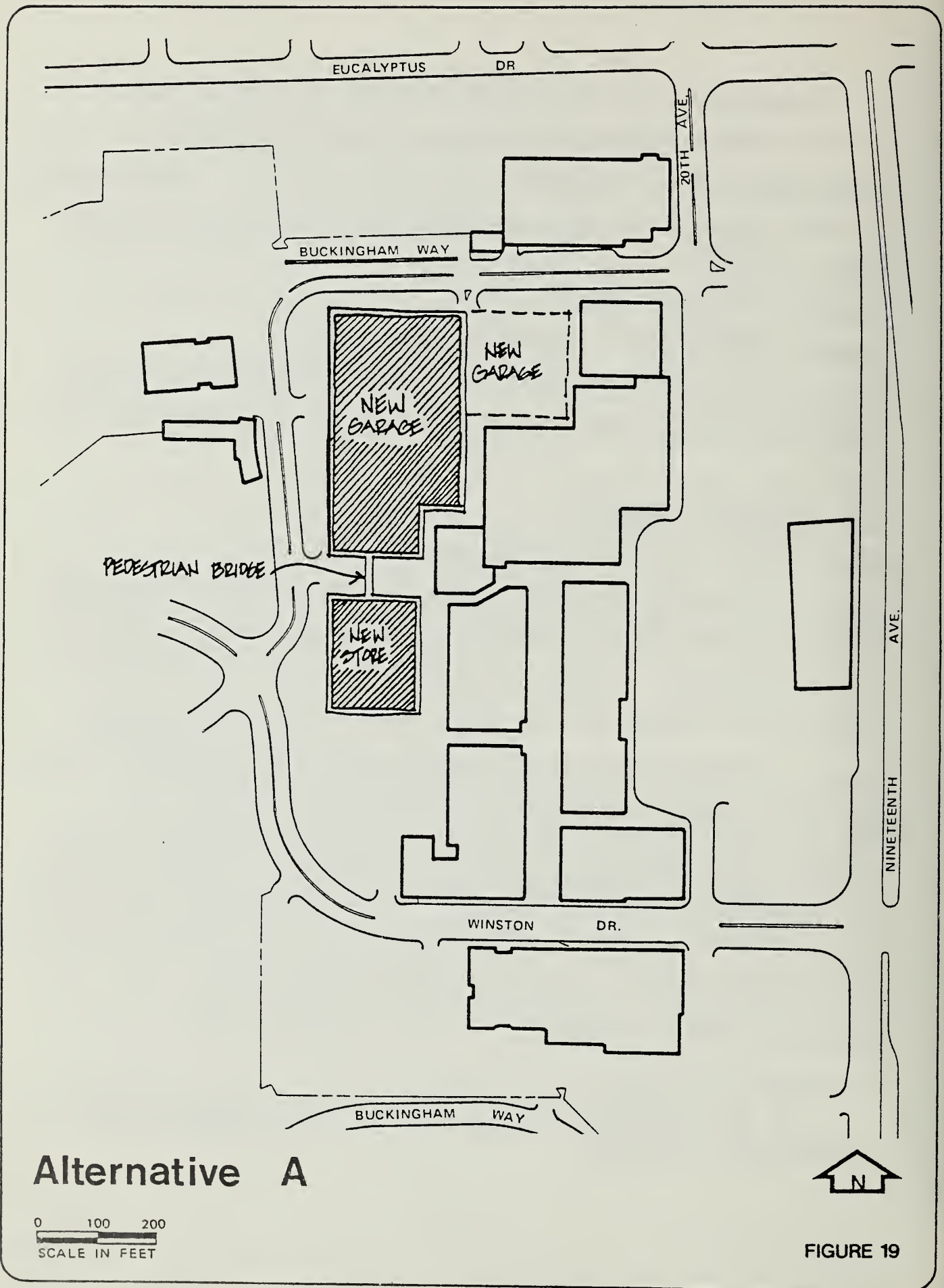
1. Different Location

a. Alternatives A and B (Figures 19 and 20)

Alternatives A and B would involve a new department store located in the western parking lot immediately south of the truck tunnel entrance. In Alternative A the parking garage would be north of the store; in Alternative B it would be to its south.

Alternative A would have the advantage of efficient parking because a garage could be built on this large parcel.¹ The garage could not be extended all the way to the Emporium because the J. Magnin building would need truck access. The disadvantage of Alternative A would be that the garage to the north would further concentrate traffic activity in the northern portion of the site, which is already congested. In addition, the location of the

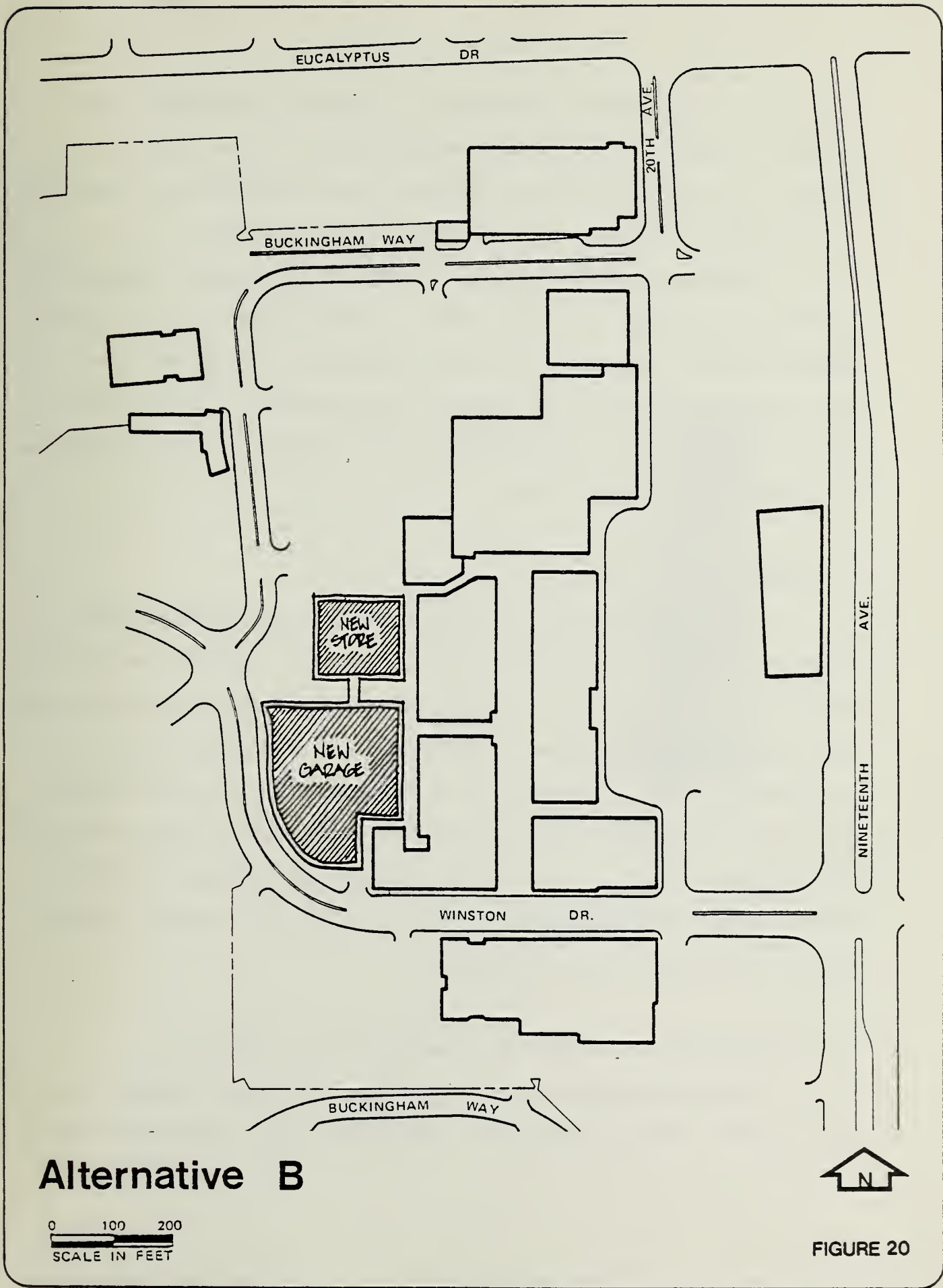
¹A large parking garage is more efficient than a smaller one because the proportion of space used for exit, entrance, and circulation is smaller.



Alternative A

0 100 200
SCALE IN FEET

FIGURE 19



Alternative B

0 100 200
SCALE IN FEET



FIGURE 20

store would not balance the center in terms of pedestrian flow, so that it would not meet all the objectives of the project sponsor. No bridge would be required over Winston Drive, and this layout would not increase pedestrian-auto conflicts.

Alternative B would have a very small garage, resulting in inefficient parking and high costs. Access points to/from this garage would be limited due to the alignment of Winston Drive. This alternative would not require a bridge over Winston Drive and would not increase the potential for pedestrian-auto conflicts as the proposed project would.

b. Alternative C (Figure 21)

This alternative would add a garage and new department store on the east side of the center; however, because the garage would be long and narrow, a high proportion of space would be used for access and circulation, resulting in a relatively high cost per parking space. A new store in this area would also eliminate about 150,000 square feet of the most heavily-used parking area in the shopping center. In addition, the project sponsor believes that a parking garage and new store would not be visually appealing for Nineteenth Avenue traffic.

E. REALIGN WINSTON DRIVE (Alternatives D, E, and F)

These alternatives would involve realigning Winston Drive to eliminate vehicle-pedestrian conflicts along that street and to

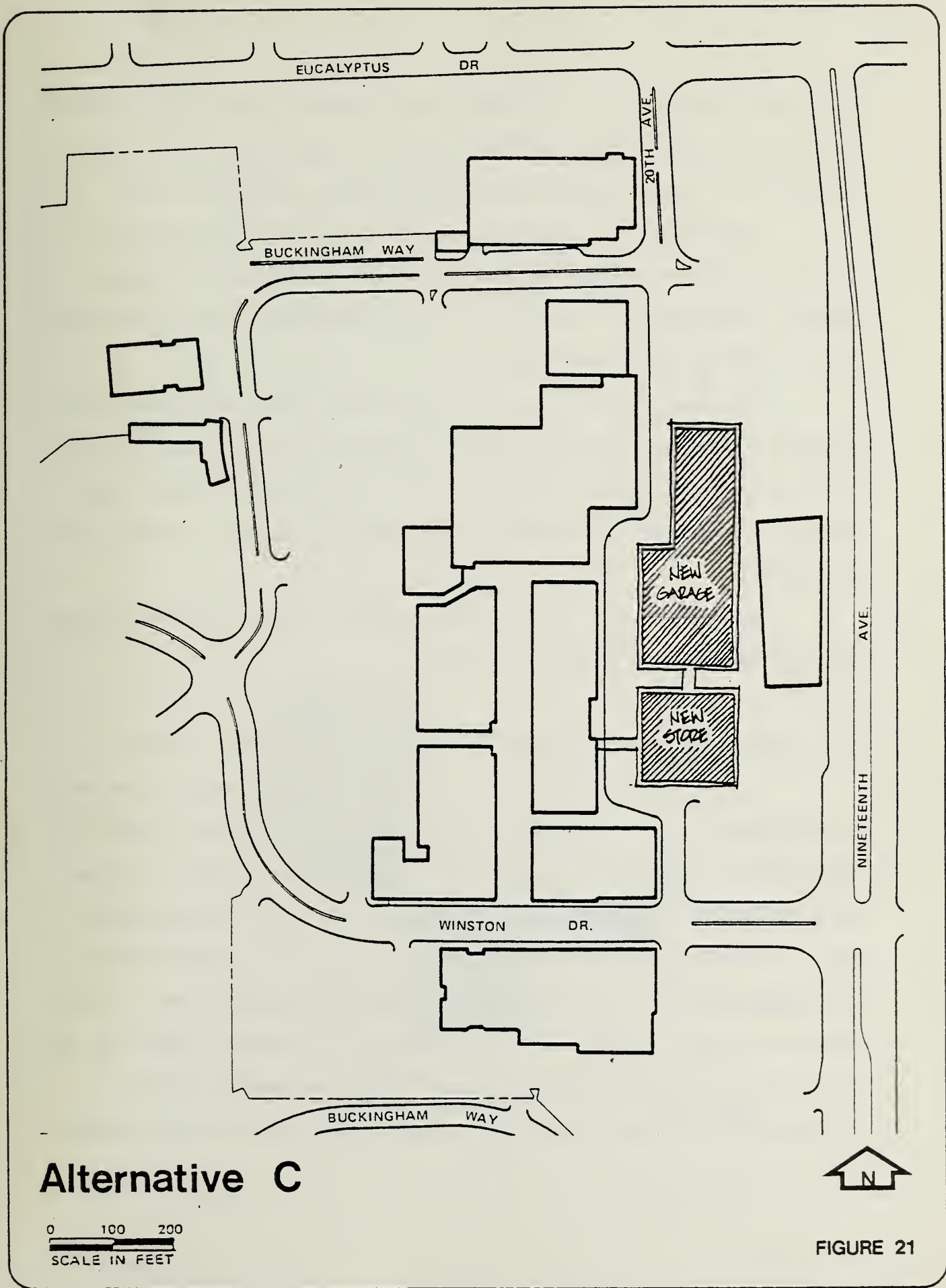


FIGURE 21

give more flexibility in siting the proposed structures. Because San Francisco considers Winston Drive an important street in its network, a 30-mph design speed was selected for this route.

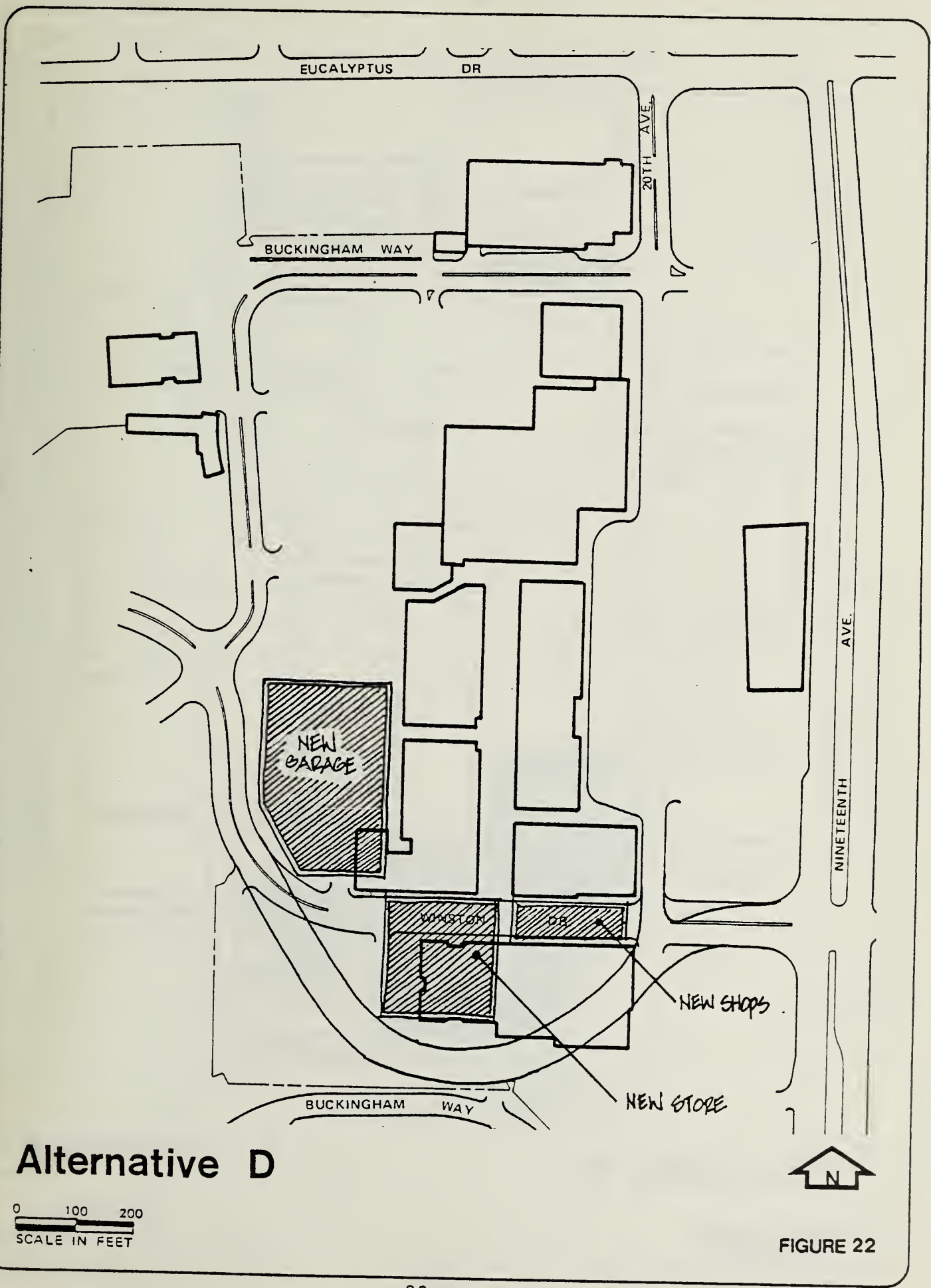
Alternative D (Figure 22) would meet the 30-mph design criterion but would necessitate the removal of the Stonestown Market, which would be costly to the developers and would eliminate a neighborhood service.

Alternative E (Figure 23, page 84) would have realigned Winston Drive all the way south to Buckingham Way. This alternative would introduce traffic onto a residential street and would cause grade differential problems on the west side of the realignment.

Alternative F (Figure 24, page 85) could not be designed to meet the 30-mph design criterion.

F. DEPRESS OR ELEVATE WINSTON DRIVE (Alternatives G and H)

In Alternative G (Figure 25, page 86) Winston Drive would be elevated to pass over the mall and would return to grade by the time it reached Buckingham Way to the west. This alternative would separate pedestrian and vehicular traffic along the mall. The shopping mall could continue directly under Winston Drive and connect with the proposed store at grade level. The elevated section could serve a number of different levels of the parking garage west of the store. The disadvantage of this alternative was the steep grade that would have to be provided



Alternative D



FIGURE 22

Alternative E

0 100 200
SCALE IN FEET

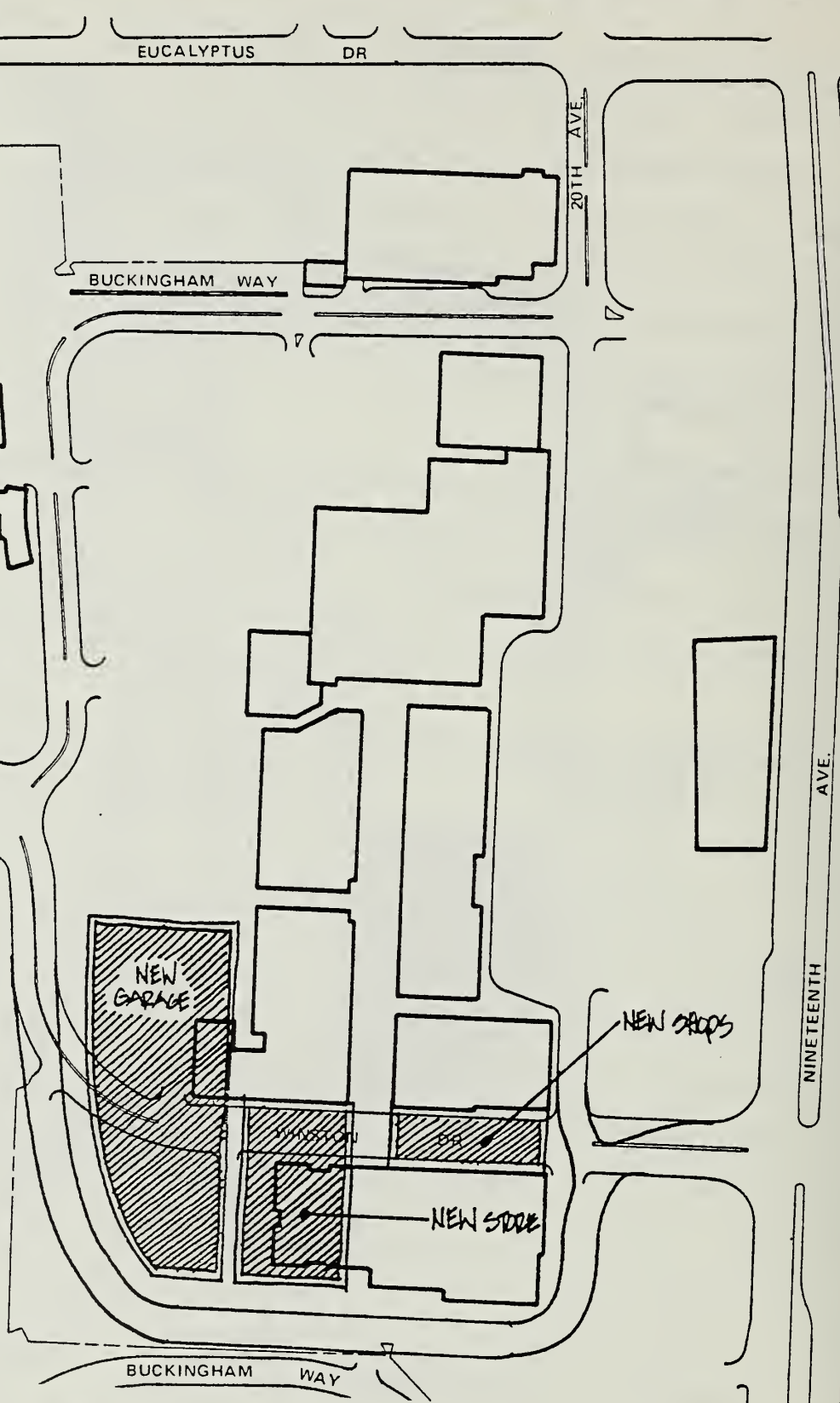
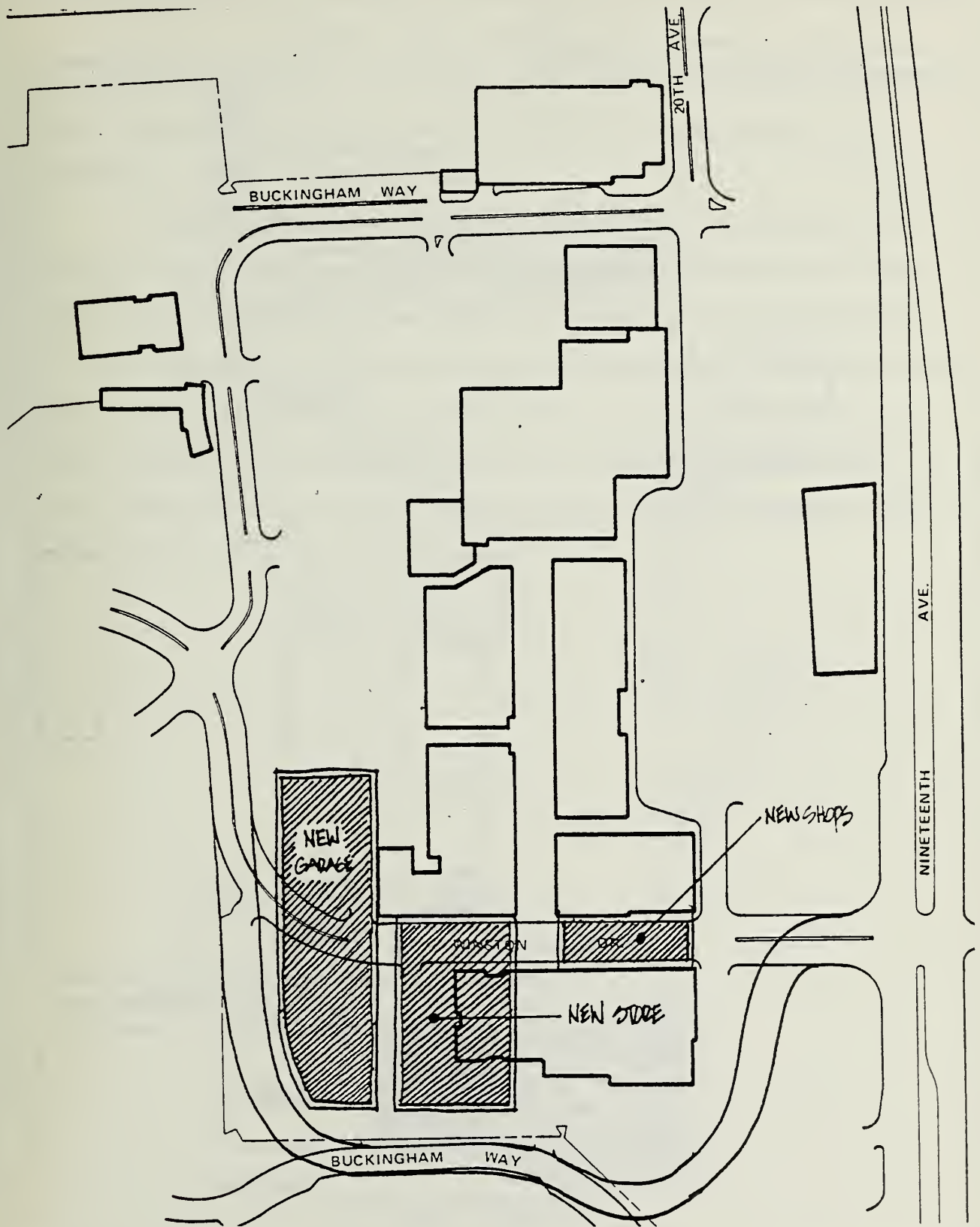


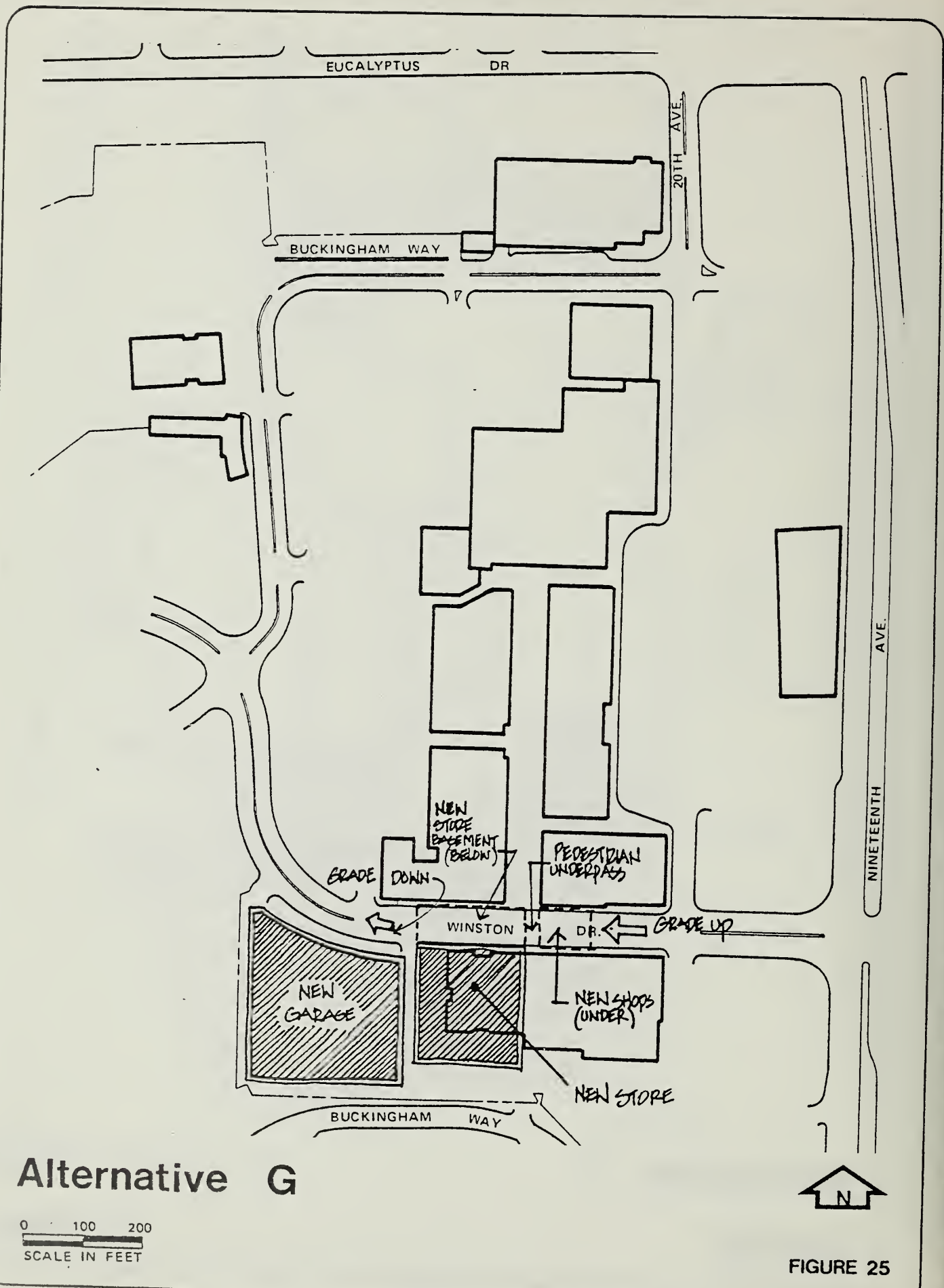
FIGURE 23



Alternative F

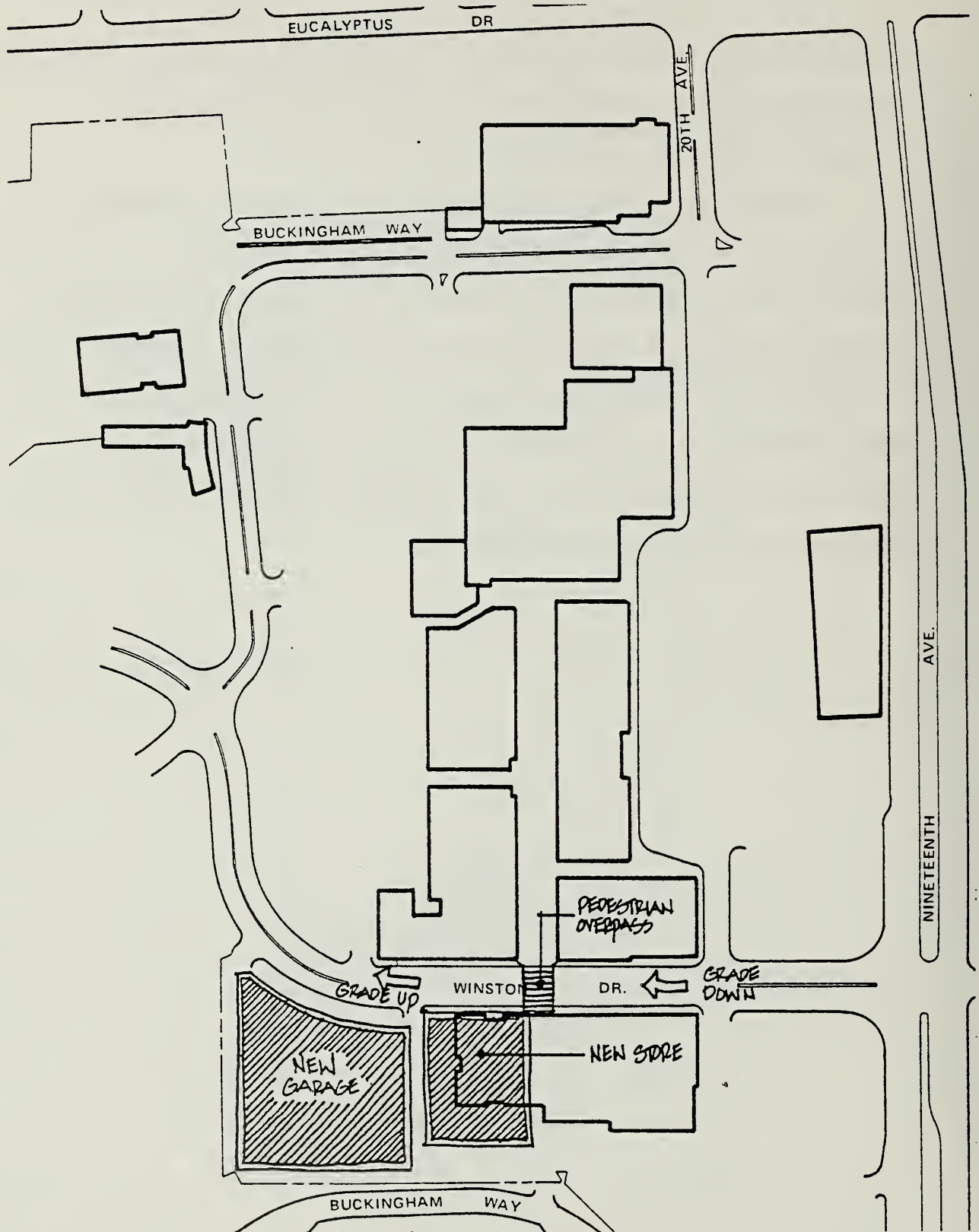


FIGURE 24



to reach an acceptable clearance. The distance between Twentieth Avenue and the mall would not be great enough to allow an acceptable grade for transit use.

Similar problems were encountered with Alternative H (Figure 26), which involved a Winston Drive underpass with the shopping mall extended over Winston Drive. The disadvantages of this alternative were the costs of relocating underground and the inability of trucks and buses to use the street because of steep grades. This alternative would require removal of the truck tunnel that currently passes beneath the Stonestown Mall and extends south to Buckingham Way.



Alternative H

0 100 200
SCALE IN FEET



FIGURE 26

VII. RELATIONSHIP BETWEEN SHORT-TERM USES
OF THE ENVIRONMENT AND THE MAINTENANCE
OF LONG-TERM PRODUCTIVITY

The project would intensify uses of the site and renovate the existing mall. The ultimate purpose of the project is to increase the attractiveness of the shopping center in an effort to compete more favorably with other existing shopping centers. The project was selected from all alternatives as providing the greatest potential for increasing the ability of the center to compete with other, similar facilities.

Delaying the project would probably increase project costs due to inflation and could cause further erosion of the center's ability to compete successfully. In addition, such a delay would probably cause Bullock's to locate elsewhere. On the other hand, delay of the project would provide flexibility in planning the desired size of the parking garage, and would still allow the option of locating another store at the site.

The proposed structures would increase the productivity of the site in terms of human uses through increased employment and economic returns to state and local governments from sales and property taxes. By providing a major department store that would tend to "balance" the Stonestown Mall, and by increasing comfort on the mall, the project would contribute to improved productivity and the economic health of the entire center. In

that the project is designed to increase the shopping center's ability to compete, the productivity of other similar facilities might be reduced.

VIII. IRREVERSIBLE ENVIRONMENTAL CHANGES

Construction of buildings and changes to the landscape are not technically irreversible, but would be expected to be permanent in the visual sense of the word. Other irreversible environmental changes associated with the proposed project are the commitment of resources used in constructing the buildings and the energy consumed during the construction phase and throughout the life of the project.

IX. THE GROWTH-INDUCING IMPACT OF THE PROPOSED ACTION

The proposed project is not expected to induce population or economic growth in the area outside of the shopping center.

The development of a major department store and parking facility at the southern end of the shopping center would probably stimulate business for shops located along the mall, thus increasing the number of potential customers. The general retail activity for the center as a whole would be increased, since the new facility would attract more shoppers to the complex. This increased vitality of the center could stimulate other potential projects, such as restaurants.

Construction and permanent employment would generate increased activity for other sectors of the economy through the economic multiplier effect of new salaries.

An unknown proportion of the new trips to the center would be trips from San Mateo County that are now made elsewhere. These trips represent a growth in the number of visitors to San Francisco. An unknown portion of the new trips would not be made if the project were not built; this represents new growth in retail sales in San Francisco.

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San Francisco, CA 94102
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Public Utilities Commission
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San Francisco, CA 94115
Attn: James J. Finn,
Director of Transportation

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Stanford, CA 93063

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San Francisco Bay Guardian
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Attn: Ken McEldowney

San Francisco Progress
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San Francisco, CA 94103
Attn: Dan Borsuk

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San Francisco, CA 94103
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13th and Franklin
Oakland, CA 94612
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San Francisco Bay Chapter
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Oakland, CA 94618

Friends of the Earth
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San Francisco, CA 94111
Attn: Connie Parrish

Northern California Committee
for Environmental Information
P. O. Box 761
Berkeley, CA 94701
Attn: Donald Dahlsten

San Francisco Beautiful
840 Urbano Drive
San Francisco, CA 94127
Attn: Henry Heyl

San Francisco Ecology Center
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San Francisco, CA 94111

San Francisco Junior Chamber
of Commerce
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San Francisco, CA 94111

Greater San Francisco
Chamber of Commerce
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XII. BIBLIOGRAPHY

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Witthof, David K. Zoning, parking and traffic. Saugatuck, Connecticut: The Eno Foundation. 1972.

XIII. COMMENTS AND RESPONSES ON DRAFT EIR

Comment 1: Written comments presented orally at public hearing October 14, 1976, by A. R. Roderick, President, Tides-End Community Association, 1351 La Playa, San Francisco 94122.

". . . TRAFFIC is a substantial concern. In questioning members of other community groups who had given superficial approval at an early date, before the opportunity to study the details, we learned that they did not understand there would probably be an increase of traffic on nearby streets and the concurrent impact upon residential areas.

"Figure 18, P. 67, with cross reference to P.66 Item 5, we believe that the information relative to TRAFFIC MITIGATING MEASURES involving Lane assignments, stop signs, traffic signals, curb parking and new parking prohibitions is sufficiently misleading and inaccurate as to negate any judgement based thereupon. For example, in repeated checking, we have been advised that Winston Drive, Buckingham Way, and 20th Avenue ARE city streets and as such are subject to all procedures for approval as are applicable to other city streets in regards to ISCOT considerations, hearings before the appropriate committee of the Board of Supervisors, etc., including approval by the Board.

"Certain aspects that definitely relate to the degree of environmental impact resulting from traffic flow, as assumed controllable by fiat, are not so controllable.

"As of 11:10 this morning, our director of Traffic, Capt. Seggy, told me that his views relative to TRAFFIC as involved in this Environmental Impact Report have not been requested and that only later can this be expected to come to the attention of the San Francisco Police Department.

"We believe there is NOT VALIDITY in showing restructuring of traffic patterns or of street parking at this point.

"ENCLOSURE OF OPEN SPACE, including proposed mall enclosure and proposed enclosure over the city street, Winston Drive, is the next point. The Draft EIR acknowledges (Page 14-15) the superiority of climate at the site, that there is an ocean breeze, and at times even low clouds, fog, and sometimes drizzle. It appears that the corporation would exchange the natural setting

of San Francisco's streets and walkways climate for the "canned and encapsulated" packaging of a Serremonte or a Mayfield Mall -- with the smells and lack of fresh air and vegetation related thereto....and would have us approve this packaging of potential customers for the benefit of their leasees. More important by far is that such "canning", through the heavy expenditures of energy for air conditioning, running of escalators, new artificial lighting, etc., is - by the very laws of physics - very wasteful of energy, and unnecessarily. The project would deny the inheriant, natural benefits of the current environment, in part to insure the funneling of prospective customers to the proposed new store.

"The report does point out that 'air pollutants generated in San Francisco are carried elsewhere in the pair basin by prevailing winds' which hardly can be justification for generating the pollutants unnecessarily.

"The SUPERSTRUCTURE AND OVERPASS are of very special concern to us because we believe that they will be distinct 'visual pollutants' as related to the surrounding area and to our philosophy of attractive open spaces.

"The Stonestown Corporation has done well in the past to 'keep the faith' in respecting open spaces and their treatment thereof. Now it appears that for rather crass reasons, not only would a SUPERSTRUCTURE with large, vertical bulk projections be raised above the mall to close out our San Francisco climate but further to 'package the air conditioned, artifically illuminated, energy wasteful envelope' so as to govern shopper flow into the proposed new store. Further to this point, We are asked to vacate our air rights over a city street, to add negatively to the visual impact by placing a looming structure over Winston Drive, a structure that serves one special purpose - to funnel people into a particular building, for a commercial benefit. We are asked to contribute to visual pollution, to give up public air rights, and for a private benefit and profit. Make no mistake about it, "safety" is NOT the justification for this overpass that is to contain shops within and to funnel people into another store.

"Concluding, Is the community, the city, well and truly served by attracting further traffic to an already congested area? Is it served by creating energy-wasteful enclosures where there is not a need? Is it served by vacating air rights and blocking views over a public street (thought to be the widest, tallest single proposed overpass in the city). We believe that the proposed over-pass should be rejected, we believe the enclosed mall has an unjustified negative environmental impact, and we believe that the traffic aspects cannot be judged on the evidence as presented."

Response 1: The Draft Environmental Impact Report is accurate in its discussion of mitigating measures on pages 66-68. Several of the streets within the shopping center are privately owned and so referenced.

Impacts of the proposed project on the level of police incidents (which would include traffic citations and incidents) are discussed on pages 55-56. Captain Donald Taylor, San Francisco Police Department, is footnoted as a source of the statement: "(increased traffic) is not expected to cause any unusual enforcement problems or to require the San Francisco Police Department to add personnel."

The remaining comments address the question of whether to approve the project, but do not address the adequacy, accuracy, and objectivity of the Draft Environmental Impact Report.

Comment 2: Oral comments at public hearing October 14, 1976, by Roy Jackson, President OMI Community Association, 201 Granada Avenue, San Francisco 94112.

"The OMI endorses the proposed project. It would provide jobs for the community."

Response 2: Mr. Jackson's comments address the question of whether to approve the project, but do not address the adequacy, accuracy, and objectivity of the Draft Environmental Impact Report.

XIV. SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 7578

WHEREAS, A draft environmental impact report, dated September 10, 1976, has been prepared by the Department of City Planning in connection with EE76.74, Stonestown Shopping Center Renovation Project, on the property described as follows:

Stonestown Shopping Center, the area generally bounded by 19th Avenue, Buckingham Way, 20th Avenue and Eucalyptus Drive, Assessor's Blocks 7295 and 7296;

and

WHEREAS, The Department duly filed a notice of completion of the draft report with the Secretary of the California Resources Agency, gave other notice and requested comments as required by law, made the report available to the general public and satisfied other procedural requirements; and

WHEREAS, The City Planning Commission held a duly advertised public hearing on said draft environmental impact report on October 14, 1976, at which opportunity was given for public participation and comments; and

WHEREAS, A final environmental impact report, dated October 14, 1976, has been prepared by the Department, based upon the draft environmental impact report, any consultations and comments received during the review process, any additional information that became available, and a response to any comments that raised significant points concerning effects on the environment, all as required by law; and

WHEREAS, On October 14, 1976, the Commission reviewed the final environmental impact report, and found that the contents of said report and the procedures through which it was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources and San Francisco requirements;

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby find that the Final Environmental Impact Report, dated October 14, 1976, concerning EE76.74, Stonestown Shopping Center Renovation Project, is adequate, accurate and objective, and does hereby CERTIFY THE COMPLETION of said Report in compliance with the California Environmental Quality Act and the State Guidelines;

AND BE IT FURTHER RESOLVED, That the Commission in certifying the completion of said Report does hereby find that the project as proposed will not have a significant effect on the environment;

AND BE IT FURTHER RESOLVED, That the Commission, before acting on the project itself under CU76.31, CU76.32 and R76.22, does hereby certify that it has reviewed and considered the information contained in said Final Environmental Impact Report.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of October 14, 1976.

Marie Zeller
Acting Secretary

AYES: Commissioners Bierman, Finn, Lau, Starbuck

NOES: None

ABSENT: Commissioners Mellon, Rosenblatt

ABSTAINED: Commissioner Dearman

PASSED: October 14, 1976

APPENDIX A
CITY PLANNING COMMISSION

RESOLUTION NO. 3731

RESOLVED, That Proposal No. Z-50.12.2, an application for a change in Use District Classification of the hereinafter described real property from a First Residential, Second Residential and Commercial District to a Commercial District be, and the same is hereby APPROVED, subject to the filing and approval by the City Planning Commission of stipulations and a covenant affecting the reclassification by the Commission.

PARCEL #1 Presently classified as first residential and second residential with stipulations.

BEGINNING at the point of intersection of the westerly line of Block 7279 and the southerly line of Eucalyptus Drive, said block and drive being as shown upon "Map of Merced Gardens" filed November 7, 1941, in book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence Southerly from said point of beginning along said westerly line to a point distant 130.0 feet perpendicular from the Southerly line of Eucalyptus Drive; thence South $89^{\circ} 08' 20''$ East 98.5 feet more or less to a point on the Easterly line of Block 7279; thence Northerly 113 feet more or less along said Easterly line of Block 7279 to a point; thence northerly and westerly on the arc of a curve to the left, said curve having a radius of 20 feet; a central angle of $83^{\circ} 55' 37''$ and being tangent to the last mentioned line at the last mentioned point a distance of 29.296 feet to a point on the southerly line of Eucalyptus Drive; thence along the last mentioned line north $89^{\circ} 08' 20''$ West 76.978 feet to the point of beginning. Being a portion of Assessors Block 7279.

PARCEL #2 Presently classified as first residential.

BEGINNING at a point on the southerly line of Eucalyptus Drive 261.733 feet easterly from the intersection of the westerly line of Block 7279 and the southerly line of Eucalyptus Drive, said Block and Drive being as shown upon "Map of Merced Gardens" filed November 7, 1941, in Book "O" of Maps of Official Record of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning north $89^{\circ} 08' 20''$ West along the Southerly line of Eucalyptus Drive for a distance of 86.226 feet to a point; thence westerly and southerly on the arc of a curve to the left, said curve having a radius of 20 feet; a central angle of $91^{\circ} 09' 21''$ and being tangent to the last mentioned line at the last mentioned point, a distance of 31.819 feet to a point on the westerly line of Block 7280; thence southerly along the last mentioned line of a point of intersection of the westerly line of Block 7280 with a line parallel with and distant at right angles southerly 100 feet from the southerly line of Eucalyptus Drive; thence south $89^{\circ} 08' 20''$ East a distance of 117.916 feet; thence north $69^{\circ} 48' 45''$ West a distance of 101.5 feet more or less to the point of beginning. Being a portion of Assessors Block 7280.

PARCEL #3 Presently classified as second residential with stipulations.

BEGINNING at a point of intersection of the westerly line of Block 7280 with a line parallel with and distant at right angles southerly 130 feet from the southerly line of Eucalyptus Drive, said Block and Drive being as shown upon "Map of Merced Gardens" filed November 7, 1941, in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning along the westerly line of Block 7279 to the northerly line of Tranquilo Drive; thence easterly along said line for a distance of 82.032 feet to a point; thence easterly and northerly on the arc of a curve to the left, said curve having a radius of 20 feet, a central angle of $86^{\circ} 19' 43''$ and being tangent to the last mentioned line at the last mentioned point, a distance of 30.134 feet to a point on the easterly line of Block 7279; thence northerly along said line to a point on said line 130 feet from and perpendicular to the southerly line of Eucalyptus Drive; thence westerly along a line parallel to and distant 130 feet from the southerly line of Eucalyptus Drive 98.5 feet more or less to the point of beginning. Being a portion of Assessors Block 7280.

PARCEL #4 Presently classified second residential with stipulations.

BEGINNING at the point of intersection of the easterly line of Twentieth Avenue with a line parallel with and distant at right angles southerly 100 feet from the southerly line of Eucalyptus Drive, said Avenue and Drive being as shown upon "Map of Merced Gardens", filed November 7, 1941, in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning along said easterly line southerly on the arc of a curve to the left, said curve having a central angle of $14^{\circ} 02' 20''$ and a center which lies distant North $88^{\circ} 25' 20''$ east 695 feet from the point of beginning, a distance of 170.292 feet to a point, southerly on the arc of a curve to the right, said curve having a radius of 695 feet, a central angle of $33^{\circ} 07'$ and being tangent to the last mentioned curve at the last mentioned point, a distance of 401.706 feet to a point, southerly on the arc of a curve to the left said curve having a radius of 615 feet, a central angle of $22^{\circ} 47'$ and being tangent to the last mentioned curve at the last mentioned point, a distance of 244.551 feet to a point and south $5^{\circ} 17'$ east along a line tangent to the last mentioned curve at the last mentioned point, a distance of 152.116 feet to a point; thence southerly and easterly on the arc of a curve to the left, said curve having a radius of 20 feet, a central angle of $83^{\circ} 51' 20''$ and being tangent to the last mentioned course at the last mentioned point a distance of 29.271 feet to a point on the northerly line of Monte Vista Drive; thence along the last mentioned line south $89^{\circ} 08' 20''$ east 81.393 feet; thence north $0^{\circ} 13' 44''$ west along the line dividing lots 3 and 4 in Block 7280 on said map, a distance of 300.054 feet, thence south $89^{\circ} 08' 20''$ east 88.306 feet; thence along a line parallel with and distant at right angles westerly 30 feet from the westerly line of 19th Avenue north $2^{\circ} 37' 05''$ east 374.899 feet; thence north $89^{\circ} 08' 20''$ west 58.445 feet to a point on the southerly prolongation of the line dividing lots 1 and 5 in said Block 7280; thence along said prolongation and said dividing line north $6^{\circ} 48' 45''$ west 302.710 feet; thence along a line parallel with and distant at right angles southerly 100 feet from the southerly line of Eucalyptus Drive north $89^{\circ} 08' 20''$ west 117.916 feet to the point of beginning, being a portion of Assessors Block 7280.

PARCEL #5 Presently classified as first residential.

BEGINNING at the point of intersection of the westerly line of 19th Avenue with the line dividing lots 1 and 2 in Block 7280; said Lots and Avenue being as shown upon "Map of Merced Gardens", filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning southerly along said westerly line of Nineteenth Avenue 420.017 feet; thence North $89^{\circ} 08' 20''$ West 30.000 feet; thence North $2^{\circ} 37' 05''$ East 374.899 feet; thence North $89^{\circ} 08' 20''$ West 58.445 feet; thence North $6^{\circ} 48' 45''$ West 41 feet more or less to a point on the aforementioned line dividing lots 1 and 2 of Block 7280; thence South $89^{\circ} 08' 20''$ East along said line 95.880 feet to the point of beginning. Being a portion of Assessors Block 7280.

PARCEL #6 Presently classifies as second residential with stipulations

BEGINNING at the point of intersection of southerly line of Tranquilo Drive with the westerly line of Block 7281, said Drive and Block being as shown upon "Map of Merced Gardens", filed November 7, 1941, in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence along said Westerly line southerly on the arc of a curve to the right said curve having a center, which bears north $77^{\circ} 29' 33''$ west 545 feet from the point of beginning, a distance of 47.489 feet to a point and southerly on the arc of a curve to the left, said curve having a radius of 765 feet and being tangent to the last mentioned curve at the last mentioned point, a distance of 239.991 feet to a point; thence south $83^{\circ} 47'$ east 100.791 feet to a point on the westerly line of Twentieth Avenue; thence along said westerly line northerly on the arc of a curve to the right, said curve having a center which lies distant north $88^{\circ} 30' 49''$ east 665 feet from the last mentioned point, a distance of 200.364 feet to a point and northerly on the arc of a curve to the left, said curve having a radius of 645 feet a central angle of $4^{\circ} 37' 55''$ and being tangent to the last mentioned curve at the last mentioned point, a distance of 52.144 feet to a point; thence northerly and westerly on the arc of a curve to the left, said curve having a radius of 20 feet, a central angle of $102^{\circ} 00' 25''$ and being tangent to the last mentioned curve at the last mentioned point, a distance of 35.607 feet to a point on the southerly line of Tranquilo Drive; thence along the last mentioned line north $89^{\circ} 08' 20''$ west 77.546 feet to the point of beginning, being a portion of Assessor's Block 7281.

PARCEL #7 Presently classified as second residential with stipulations.

BEGINNING at a point on the westerly boundary of Block 7281 as shown upon the "Map of Merced Gardens" filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56, said point being distant 197.277 feet southerly along said westerly boundary from the northwesterly corner of said Block 7281; thence north $83^{\circ} 47'$ west 440.750 feet; thence north $70^{\circ} 30'$ west 168 feet; thence north $2^{\circ} 37' 05''$ east 9.385 feet; thence northerly along the arc of a curve to the left of radius 220 feet; said curve being tangent to the last mentioned course, a distance of 106.694 feet; thence northerly along the arc of a curve to the right of radius 220 feet; said curve being tangent to the last mentioned curve, a distance of 85.147 feet; thence north $2^{\circ} 59' 37''$ west 183.370 feet; thence south $89^{\circ} 08' 20''$ east 427.442 feet; thence south $0^{\circ} 51' 51''$ west 103.729 feet; thence south $89^{\circ} 08' 20''$ east 273.382 feet more or less to the westerly line of the aforementioned "Map of Merced Gardens"; thence southerly along the westerly line of said map 372.961 feet more or less to the point of beginning, being a portion of Assessor's Block 7201.

PARCEL #8 Presently classified as second residential with stipulations.

BEGINNING at a point on the westerly boundary of Block 7281 as shown on "Map of Merced Gardens", filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56, said point being distant 197.277 feet southerly along said westerly boundary from the northwesterly corner of said Block 7281; thence north $83^{\circ} 47'$ west 440.750 feet; thence North $70^{\circ} 30'$ west 168 feet; thence south $2^{\circ} 37' 05''$ West 131 feet; thence southerly along the arc of a curve to the right of radius 370 feet, said curve being tangent to the last mentioned course a distance of 221.246 feet; thence South $2^{\circ} 37' 05''$ West 229 feet more or less to the boundary of a parcel of land reclassified for commercial use and described in Resolution No. 3356 passed by the City Planning Commission of the City and County of San Francisco on January 8, 1948; thence North $79^{\circ} 37' 05''$ East along said boundary of said parcel of land 53 feet, more or less, to an angle point of said boundary; thence North $10^{\circ} 22' 55''$ West along said boundary 230.918 feet; thence South $87^{\circ} 22' 55''$ East along said boundary 771.633 feet; thence South $5^{\circ} 17'$ East along said boundary 94.791 feet; thence South $89^{\circ} 08' 20''$ East 55.318 feet; thence North $5^{\circ} 17'$ West 230.425 feet to a point on the Easterly line of Twentieth Avenue as shown on the first mentioned "Map of Merced Gardens"; thence Northerly along the arc of a curve to the right of radius 615 feet; said curve being tangent to the last mentioned course at the last mentioned point a distance of 33.987 feet; thence North $83^{\circ} 47'$ West 151.285 feet to the Westerly boundary of the aforementioned Block 7281; thence northerly along the Westerly line of said Block 90.203 feet to the point of beginning. Being a portion of Assessor's Block 7281.

PARCEL #9 Presently classified as second residential with stipulations

BEGINNING at the point of intersection of the southerly line of Monte Vista Drive with a line parallel with and distant at right angles westerly 100 feet from the westerly line of 19th Avenue said Drive and Avenue being as shown upon "Map of Merced Gardens" filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning southerly along a line parallel with and distant at right angles westerly 100 feet from the westerly line of 19th Avenue a distance of 790.699 feet; thence north $87^{\circ} 22' 55''$ west 285 feet; thence south $42^{\circ} 22' 55''$ east 76 feet to a point; thence southeasterly along the arc of a curve to the left of radius 133 feet; a central angle of 45° which is tangent to the last mentioned course at the last mentioned point, a distance of 104.458 feet; thence easterly along an arc of a curve to the left of radius 68 feet a central angle of $42^{\circ} 37' 45''$ which is tangent to the last mentioned curve at the last mentioned point, a distance of 50.593 feet; thence north $49^{\circ} 59' 20''$ east 87.897 feet; thence south $87^{\circ} 22' 55''$ east 116.366 feet more or less to a point distant 10.000 feet westerly at right angles from the westerly line of 19th Avenue; thence north $2^{\circ} 37' 05''$ east 723.500 feet; thence south $87^{\circ} 22' 55''$ east 10.000 feet; to the westerly line of Nineteenth Avenue; thence north $2^{\circ} 37' 05''$ east along the westerly line of Nineteenth Avenue 61.32 feet; thence northerly and westerly along a curve to the left of radius 20 feet and tangent to the last mentioned line a distance of 32.029 feet to a point on the southerly line of Monte Vista Drive; thence north $89^{\circ} 08' 20''$ west along the southerly line of Monte Vista Drive 79.38 feet more or less to the point of beginning, being a portion of Assessors Block 7201.

PARCEL #10 Presently classified as second residential with stipulations.

BEGINNING at a point which bears south $60^{\circ} 14' 05''$ West and is distant 1230.998 feet from the point of intersection of the westerly line of Nineteenth Avenue and the southerly line of Monte Vista Drive, said Avenue and Drive as shown on the "Map of Merced Gardens" filed November 7, 1941 in Book "0" of Maps of Official Records of the City and County of San Francisco, at pages 55 and 56; thence from said point of beginning north $74^{\circ} 22' 55''$ west 10 feet; thence south $2^{\circ} 37' 05''$ west 40 feet; thence north $15^{\circ} 37' 05''$ east 38 feet more or less to the point of beginning; being a portion of Assessors Block 7201.

PARCEL #11 Presently classified as commercial with stipulations.

BEGINNING at the point of intersection of the southerly line of Monte Vista Drive with a line parallel with and distant at right angles westerly 100 feet from the westerly line of 19th Avenue, said Drive and Avenue being as shown upon "Map of Merced Gardens" filed November 7, 1941, in Book "0" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56; thence from said point of beginning along said southerly line north $89^{\circ} 08' 20''$ west 149.725 feet; thence north $5^{\circ} 17'$ west 94.791 feet; thence north $87^{\circ} 22' 55''$ west 771.633 feet; thence south $10^{\circ} 22' 55''$ east 230.918 feet; thence south $79^{\circ} 37' 05''$ west 53 feet; thence south $2^{\circ} 37' 05''$ west 514.486 feet; thence south $74^{\circ} 22' 55''$ east 10 feet; thence south $15^{\circ} 37' 05''$ west 38 feet; thence south $2^{\circ} 37' 05''$ west 50.514 feet; thence north easterly along the arc of a curve to the left of radius 138 feet the center of which bears north $12^{\circ} 21' 07''$ west from the last mentioned point, a distance of 42.575 feet; thence easterly along the arc of a curve to the right of radius 362 feet a central angle of $32^{\circ} 00' 39''$ which is tangent to the last mentioned curve at the last mentioned point a distance of 202.247 feet; thence south $88^{\circ} 01' 03''$ east 184.601 feet; thence easterly along the arc of a curve to the right of radius 287 feet having a central angle of $45^{\circ} 38' 08''$ which is tangent to the last mentioned course at the last mentioned point a distance of 228.593 feet; thence south $42^{\circ} 22' 55''$ east 55 feet; thence south $87^{\circ} 22' 55''$ east 285 feet more or less to a point distant 100 feet at right angles from the westerly line of 19th Avenue; thence north $2^{\circ} 37' 05''$ east 790.699 feet more or less to the point of beginning, being a portion of Assessor's Block 7201.

PARCEL # 12 Presently classified as commercial with stipulations

BEGINNING at a point on the westerly boundary of Block 7279 and distant 405.520 feet southerly along said boundary from the southerly line of Eucalyptus Drive, said Block and Drive as shown upon the "Map of Merced Gardens" filed November 7, 1941 in Book "0" of Maps of Official Records of the City and County of San Francisco; thence from said point of beginning north $89^{\circ} 08' 20''$ west 273.382 feet; thence north $0^{\circ} 51' 40''$ west 103.729 feet; thence north $0^{\circ} 51' 51''$ west 166.208 feet; thence easterly along a line parallel with and distant at right angles southerly 130 feet from the southerly line of Eucalyptus Drive a distance of 220 feet more or less to the westerly line of the said "Map of Merced Gardens"; thence southerly along said line to the point of beginning, being a portion of Assessors Block 7201.

PARCEL #13 Presently classified as commercial with stipulations.

BEGINNING at the point of intersection of the southerly line of Eucalyptus Drive and the easterly line of Block 7201 according to the "Map of Merced Gardens" filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco, at pages 55 and 56; thence from said point of beginning westerly along said line of Eucalyptus Drive 213.475 feet to a point; thence southerly along a line dividing lots 13 and 13E of said block a distance of 130 feet; thence along a line parallel with and distant at right angles southerly 130 feet from the southerly line of Eucalyptus Drive a distance of 220 feet more or less to a point on the easterly line of Block 7201; thence northerly along said line a distance of 131 feet more or less to the point of beginning. Being a portion of Assessor's Block 7201.

PARCEL #14 Presently a recorded street.

BEGINNING at a point on the southerly line of Eucalyptus Drive, South $89^{\circ} 08' 20''$ East 76.978 feet from the northwest corner of Block 7279, said Block and Drive as shown on "Map of Merced Gardens" filed November 7, 1941, in Book "O" of Maps of Official Records of the City and County of San Francisco at pages 55 and 56, said point of beginning being the beginning of a curve of radius 20 feet; thence along the easterly and southerly boundaries of said Block 7279 to southwest corner of said Block; thence southerly along the westerly boundary of said "Map of Merced Gardens" 50.638 feet more or less to the northwest corner of Block 7281 as shown on the aforementioned "Map of Merced Gardens"; thence along the northerly and easterly boundaries of said block a total distance of 379.251 feet; thence south $83^{\circ} 47'$ East 50.494 feet more or less to the westerly boundary of Block 7280 as shown on the aforementioned "Map of Merced Gardens"; thence northerly along the westerly boundary of said Block 7280 to its point of tangency with the southerly line of Eucalyptus Drive; thence North $89^{\circ} 08' 20''$ West along the southerly line of Eucalyptus Drive 98.528 feet to the point of beginning, being a portion of Tranquilo Drive and Twentieth Avenue as shown on the aforementioned "Map of Merced Gardens".

PARCEL #15 Presently a recorded street.

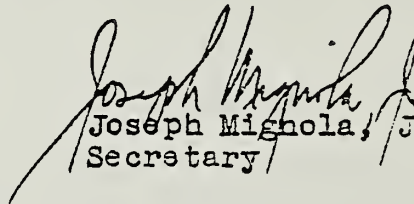
BEING that portion of Monte Vista Drive between the westerly line of Nineteenth Avenue and the southerly prolongation of the easterly line of Twentieth Avenue, all as shown on the "Map of Merced Gardens" filed November 7, 1941 in Book "O" of Maps of Official Records of the City and County of San Francisco, at pages 55 and 56.

Said fifteen parcels being taken together constitute the same described area as in the published notice of proposal to change zoning classification No. Z 50.12.2 dated January 27, 1950 posted by the City Planning Commission of the City and County of San Francisco.

~~RESOLVED~~, ~~FURTHER~~, That the effective date of this resolution shall be the date of approval of such covenant by the City Planning Commission.

I hereby certify that the foregoing resolution was adopted by the City Planning Commission at its regular meeting on March 16, 1950.

I hereby further certify that a signed and certified copy of a covenant running with the land affected and a preliminary site plan of the proposed development were approved by the City Planning Commission on April 27, 1950, which date is therefore the effective date of the foregoing resolution.


Joseph Mighola, Jr.,
Secretary

Ayes:	Commissioners Brooks, Kilduff, Lopez, Prince, Rousseau, Torregano, Perrin
Noes:	None
Absent:	None
Passed:	March 16, 1950

APPENDIX B

CITY PLANNING COMMISSION

RESOLUTION NO. 5490

WHEREAS, The City Planning Commission on October 5, 1961; December 7, 1961, January 18, 1961 and January 25, 1962 heard Application No. C-61.37 of the Stonestown Development Corporation for a Conditional Use under Section 304 of the City Planning Code for MODIFICATION OF STIPULATIONS in a C-2 district on the property described as follows:

Stonestown Shopping Center, West of 19th Avenue, and South of Eucalyptus Drive; Lots 3 and 4 in Assessor's Block 7295; and a portion of Lot 1 in Assessor's Block 7296;

WHEREAS, Said application, as understood by the City Planning Commission and described in the public notice given in this case, requests modification of stipulations included in Resolution No. 3731 adopted by the City Planning Commission on March 16, 1950 and covenants executed pursuant thereto so as:

1. To include as part of the Stonestown site as defined in that Resolution an existing parking area that constitutes the major portion of a 6-acre parcel adjoining that site to the north-west and presently occupied by an office building, service station and parking area; the purpose of such inclusion being to permit construction of additional commercial floor area in the Stonestown site within the requirement of Resolution No. 3731 that there be two square feet of parking area provided for each square foot of commercial floor area in the site; and
2. To permit that additional commercial floor area to be constructed at specific and/or undetermined locations within the Stonestown site; as well as to permit certain commercial floor area authorized by Resolution No. 3731, but not yet constructed, to be constructed at locations other than as required by that Resolution.

WHEREAS, To the extent additional building floor area is authorized herein the application proposes a limited enlargement of certain existing or previously authorized buildings at locations and in a manner that can be viewed as a reasonable and logical expansion of the Stonestown Shopping

Center authorized and constructed under Resolution No. 3731;

WHEREAS, Automobile parking in the ratio of two square feet of parking area for each square foot of additional floor area will be available within the above mentioned six-acre parcel, identified as "Parcel 2" on the map incorporated in this Resolution as Exhibit A;

WHEREAS, The principal issues of concern in connection with the additional floor area herein authorized relate to the adequacy of parking and the need for instituting certain traffic control measures within the Shopping Center;

WHEREAS, It appears that any increased demand for parking that would result from construction of this additional floor area would be met by Parcel 2 rather than by overflow into the surrounding residential districts and that traffic control measures can be instituted as needed;

THEREFORE BE IT RESOLVED, That the City Planning Commission finds that the conditions set forth in Section 304 of the City Planning Code are met for approval of said application and modification of the stipulations of Resolution No. 3731 and covenant executed pursuant thereto to the extent hereinafter set forth, and no further:

1. The Stonestown site as defined in Resolution No. 3731 is hereby expanded to include the above mentioned 6-acre parcel, said parcel being the area reclassified to a Commercial District by Resolution No. 4204 adopted by the City Planning Commission on October 22, 1953. Said parcel consists of the sites of the Prudential Building and Chevron Station and a parking area, which parking area is identified as "Parcel 2", all as shown on a map labeled "Stonestown, Nineteenth Avenue and Winston Drive, San Francisco, California, November 18, 1959" submitted to the Department of City Planning on September 20, 1961 and incorporated herein by reference as Exhibit A.

2. The 208,100 square foot area of the parking area identified as "Parcel 2" may be considered as parking area provided for additional building floor area herein or subsequently authorized on the basis of the requirement of Resolution No. 3731 that there be two square feet of area available for automobile parking, automobile circulation landscaping and pedestrian circulation for every one square foot of floor space devoted to commercial activity. In applying this parking requirement to construction hereafter undertaken in the Stonestown Shopping Center, the floor space devoted to commercial activity shall be construed

as the gross floor area of said construction, excluding only such floor area as is used for loading and vehicular parking.

3. By an Agreement entered into on January 8, 1953 by the Stonestown Development Corporation and the City Planning Commission, said Agreement being entitled "Joint Agreement Between The Stonestown Development Corporation and the Department of City Planning, City and County of San Francisco Concerning the Calculation of the Stipulated Parking Ratio in the Area Reclassified by Resolution 3731 of the Planning Commission" it was determined that as of that date there was 1,466,908 square feet of parking area and 734,024 square feet of floor space devoted to commercial activity and the Stonestown Shopping Center as authorized under Resolution No. 3731. It is stated by the applicant in connection with the present application that since January 8, 1953 there has been no change in the Shopping Center as calculated for purposes of that Agreement other than that the Auto-Torium building has subsequently been constructed with a coverage 500 square feet in excess of that therein contemplated.

4. To determine the additional floor area that may be authorized on the basis of the Parcel 2 parking area, said parking area shall first be reduced by the 1,140 square foot deficiency determined in the 1953 Agreement and the 500 square feet excess coverage of the Auto-Torium building. The Area of said parking area which may be used for calculation in this Resolution is thereby reduced to 206,460 square feet, on the basis of which 103,230 square feet of floor area may be authorized.

5. That floor area must be reduced for calculations in this Resolution to 102,730 square feet to adjust for the 500 square feet by which the floor area of the Auto-Torium exceeded the floor area calculated for it in the 1953 Agreement.

6. The two buildings constructed in the parcel reclassified by Resolution No. 4204 shall be considered floor area authorized on the basis of the parking area in Parcel 2. These buildings are the Prudential Building, with a floor area of 8,000 square feet, and the Chevron Service Station, with a floor area of 800 square feet. After deducting this 8,800 square feet from the 102,730 square feet arrived at in condition no. 5 above, it is determined that 93,930 square feet of additional floor area may be authorized on the basis of the Parcel 2 parking area.

7. Additional floor area is hereby authorized by reference to Exhibit A as follows:

- a) A 19,390 square foot second floor for the already authorized one-floor addition to the City of Paris (formerly Butler) building.
- b) A 50,000 square foot expansion of the Emporium building.
- c) A 14,390 square foot sixth floor to be added to the existing medical building.
- d) The remaining 10,150 square feet of floor area for which parking area is available in Parcel 2 shall be added at such locations and in such a manner as the City Planning Commission shall authorize when a plan therefor has been submitted by subsequent Conditional Use application by the Stonestown Development Corporation.

8. To facilitate the movement of traffic on public streets through, to or along the surrounding residential districts, Stonestown Development Corporation shall provide and maintain within the Stonestown Shopping Center such traffic control devices or measures as may be recommended by the Department of Public Works, Bureau of Engineering, Division of Traffic Engineering, City and County of San Francisco, and Stonestown Development Corporation shall concur in the installation of such traffic control devices or measures as shall be recommended to the Board of Supervisors by the Department of Public Works for public streets within or adjoining the Shopping Center. Such devices or measures may include, but need not be limited to, permitting vehicles to move only off, not onto, Winston Drive at the parking area entrances immediately east of the J. Magnin store and the Walgreen Drug store; similar one-way controls at other points; and automatic traffic directional control equipment such as differential counters and directional signs.

9. The Stonestown Development Corporation shall take all possible measures to restrict all-day employee parking to the parking area in Parcel 2.

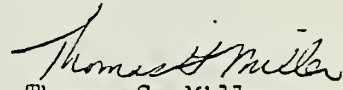
10. Notwithstanding the paragraphs numbered 11 and 12 in the covenant executed pursuant to Resolution 3731, no road, street or driveway negotiable by automotive vehicles shall be opened into Eucalyptus Drive at any point west of 20th Avenue.

11. No advertising signs shall be permitted in the Stonestown site as defined in Resolution No. 3731 or as hereby expanded other than such necessary identifying and directional signs as are approved by the City Planning Commission as in harmony with the general development of the Stonestown Shopping Center and surrounding residential areas.

22. Final plans for the additional floor area herein authorized shall be subject to approval by the City Planning Commission.

AND BE IT FURTHER RESOLVED, That the City Planning Commission does not construe either Resolution No. 3731 and covenant executed pursuant thereto or the Agreement of January 8, 1953 to authorize a parking deck of such magnitude as 196,960 square feet on the lot adjoining the authorized building north of the Emporium or additional floor area of 98,480 square feet in said authorized building on the basis of such a deck, and that part of the present Application that requests authorization of such a deck by further modification of stipulations at this time is hereby kept under advisement until May 17, 1962 for the submission by the applicant of a more specific proposal with regard to the size and location of said deck and the additional commercial space that might thereby be permitted under the parking requirement hereinabove set forth.

I hereby certify that the foregoing Resolution was adopted by the City Planning Commission at its regular meeting on January 25, 1962.


Thomas G. Miller
Secretary

APPENDIX C -- TRANSPORTATION IMPACT REPORT

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APPENDIX C
TRANSPORTATION IMPACT REPORT

Prepared by Barton-Aschman Associates

1.

ENVIRONMENTAL SETTING

Barton-Aschman Associates has been conducting traffic and parking surveys at Stonestown Shopping Center for the past three years. The purpose of this report is to present the results of these surveys, update them to 1976 conditions with the existing center and project traffic and parking conditions after the proposed expansion of the center.

Automobile Travel

In February, 1973 Barton-Aschman Associates conducted day-long traffic counts at Stonestown Shopping Center. Both a weekday count and a Saturday count were taken to identify travel demand and travel patterns at the shopping center. These counts were then compared to sales data and adjusted to represent Design Day (the 30th highest day of the year) and Peak Day (the highest traffic day of the year) conditions.¹

The Design Day represents that level of traffic activity typically used for design purposes. Only 30 days per year would experience traffic demands higher than that of the Design Day. These 30 days are likely to occur in the period between Thanksgiving and Christmas. The 30th highest day of the year represents conditions that could occur on special sales days such as periods immediately proceeding Easter, Mother's Day, back-to-school sales, etc. Over 300 days per year would experience less traffic than the Design Day but it is believed that planning must be done on a basis of Design Day traffic. This assures that shopping center access and circulation system will be able to accommodate both existing and future traffic.

The Peak Day of the year typically occurs immediately prior to Christmas. The Saturday before Christmas or the Friday or Saturday after Thanks-

¹In February 1973 the City of Paris/Liberty House was still in operation. The trip generation of the entire center was reduced for the purposes of this report to reflect the existing center with this building vacant.

giving are often the absolute peak shopping center traffic days of the year. However because these are not normal business days, they do not represent peak total traffic days of the year. The busiest total traffic day in the vicinity of the shopping center is more likely to be the Friday before Christmas or another weekday two or three days before Christmas (not Christmas Eve).

California Department of Transportation has counted suburban regional shopping centers in the Bay Area⁽²⁾ and these counts together with summary counts by Caltrans⁽³⁾, Arizona⁽⁴⁾ and Barton-Aschman Associates⁽⁵⁾ suggest the following trip generation rates for Design Days and Peak Days:

Suburban Center Design Day	40-50 auto trips/1000 sq. ft. GLA ⁽⁶⁾
Suburban Center Peak Day	60-70 auto trips/1000 sq. ft. GLA

Since there are very few "urban centers" similar to Stonestown, one must be careful in merely directly applying the above trip generation factors. Because urban centers have higher walk-in, bicycle and transit patronage, the automobile trip generation is lower. Calculations on a person-trip (rather than an auto-trip) basis have been made for proposed urban centers in Santa Rosa, Oakland, Pasadena and Santa Monica with the following results:

Urban Center Design Day	22-36 auto trips/1000 sq. ft. GLA
Urban Center Peak Day	40-45 auto trips/1000 sq. ft. GLA

Table 1 uses the highest end of the ranges shown above to calculate the existing trip generation demands at Stonestown. On a Design Day, Stonestown generates 25,200 auto trips; while on the Peak Day of the year, a total generation of 31,500 would be expected. Aerial photos of parking accumulation on Average Days (the 150th highest day of the year), Design Days and Peak Days suggest that the center now experiences higher than normal activity on Average Days and lower than normal activity on Design and Peak Days. Stonestown does not seem to experience the high fluctuation in traffic that other centers experience. The Design and Peak Day estimates described above

²Tenth Progress Report on Trip Ends Generation, CalTrans, District 4, July, 1975, Study 157.

³Second Progress Report on Traffic Generation, CalTrans, District 11, December, 1972.

⁴Trip Generation by Land-Use, Maricopa Association of Governments, April, 1974.

⁵BAA counts taken at SunValley Center (Concord, 1973 Christmas), Eastridge Center (San Jose 1972,73,74), Southland (Hayward, 1973 Christmas), Oakbrook (Oak Brook, Illinois, 1975).

⁶GLA = gross leasable area which includes all store area but excludes public areas such as rest rooms, waiting areas, malls, etc.

Table 1
EXISTING TRIP GENERATION AT STONESTOWN SHOPPING CENTER

Design Day

$$701,000 \text{ sq. ft. GLA}^* \times \frac{36 \text{ auto trips}}{1000 \text{ sq. ft. GLA}} = \approx 25,200 \text{ auto trips/day}$$

Peak Day

$$701,000 \text{ sq. ft. GLA} \times \frac{45 \text{ auto trips}}{1000 \text{ sq. ft. GLA}} = \approx 31,500 \text{ auto trips/day}$$

*Size of existing center without City of Paris/Liberty House

then would represent the maximum range of expected fluctuation.

Design Day traffic estimates will be used throughout this report as the basis for identifying potential problem areas and mitigating measures. Table 2, p 119, shows the hourly fluctuation of traffic to/from the center.

Figure 1, p 120, shows the existing directions of approach for shopping traffic entering the Stonestown Shopping Center. The major streets accommodating traffic headed to/from the shopping center are Nineteenth Avenue, Winston Drive and, to a lesser extent, Eucalyptus Drive and Lake Merced Boulevard which intersects Winston Drive west of the shopping center.

The Transportation Element of the San Francisco Master Plan identifies major thoroughfares in the vicinity of Stonestown Shopping Center. The only major thoroughfare adjacent to the center is Nineteenth Avenue. Other major thoroughfares in the vicinity of the center are Junipero Serra Boulevard, Ocean Avenue (east of Nineteenth Avenue), Sloat Boulevard, Lake Merced Boulevard, and Brotherhood Way. There are no secondary thoroughfares in the vicinity of the center and the nearest recreational street is John Muir Drive which is located west of Lake Merced. The nearest freeway to the center is the Southern Freeway which is located approximately 1 and 1/2 miles south of the center (Table 3, p 121, defines the various classifications of streets).

Streets Serving the Existing Center

A field reconnaissance of the streets serving the existing center was made to determine lane usage and parking conditions. As-built drawings and signing and striping plans for Nineteenth Avenue and Winston Drive were obtained from the City of San Francisco Traffic Engineering Division of the Department of Public Works as were historical traffic count data. Traffic counts at the major intersections adjacent to and within Stonestown were conducted by Barton-Aschman Associates in February, 1973. This data was compared to both earlier and more recent counts made by the City of San Francisco. All traffic data was projected to 1976 conditions using traffic growth factors suggested by the City of San Francisco Traffic Engineering Division⁽⁷⁾

Nineteenth Avenue is a major north-south facility accommodating six lanes of traffic. Through capacity along Nineteenth Avenue has been preserved through the elimination of left turns at most signalized intersections. Traffic projections⁽⁸⁾ indicate that Nineteenth Avenue is now

⁷ Meeting with William Marconi, Richard Evans, Scott Shoaf, City of San Francisco Traffic Engineering Division, March 1, 1976.

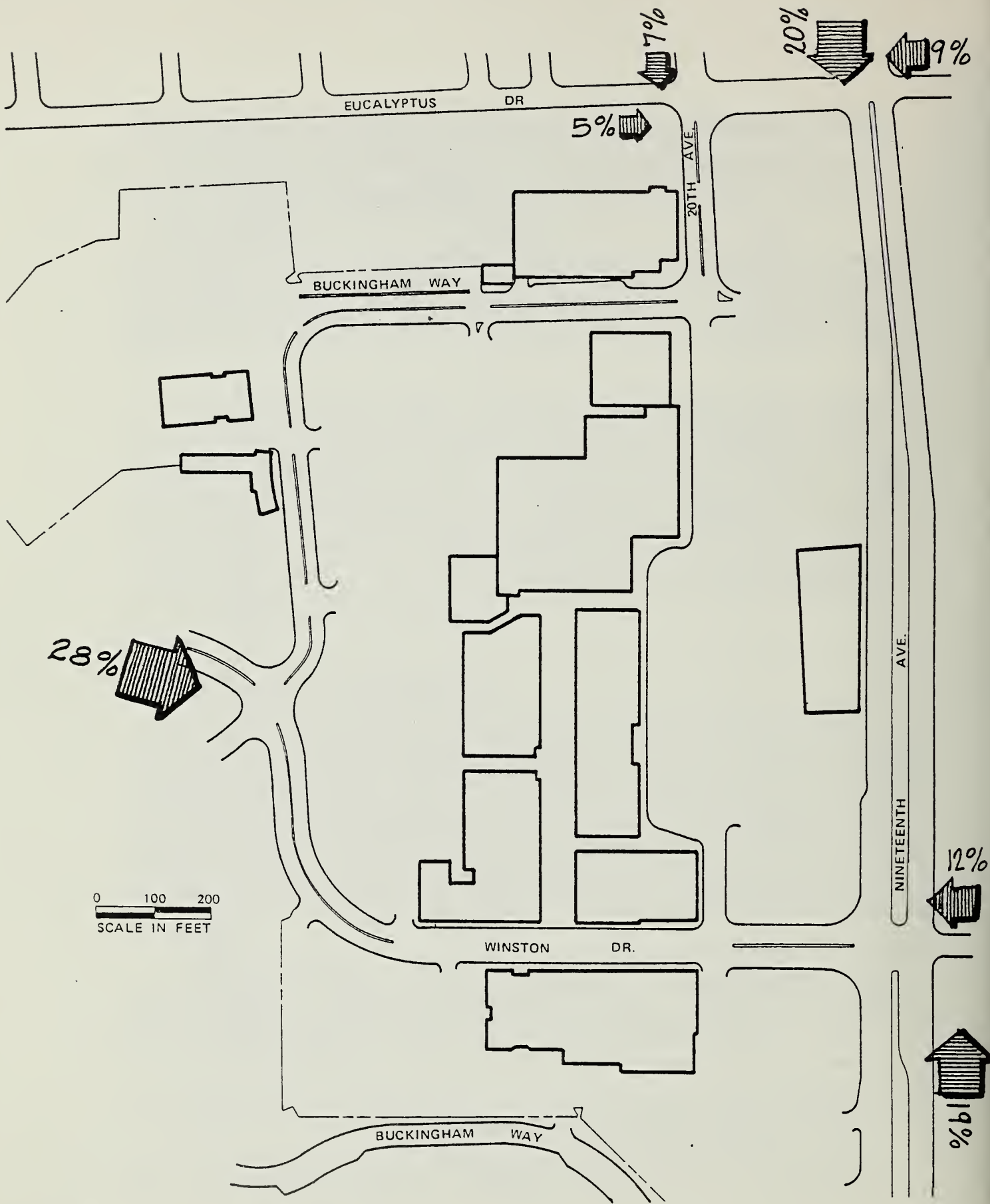
⁸ 1972-1975 counts were all expanded to represent 1976 conditions so that all data would represent a common base year.

Table 2
SHOPPING CENTER TRAVEL PATTERNS (PROJECTED BASED ON BAY AREA AVERAGES)

Hour	% of Average Daily Traffic	
	Weekday	Saturday/Sunday
6a - 7a	0%*	0%*
7 - 8	1	1
8 - 9	1	2
9 - 10	3	5
10 - 11	6	9
11 - 12n	9	12
12n - 1p	12	12
1 - 2	9	12
2 - 3	9	13
3 - 4	8	12
4 - 5	9	12
5 - 6	9	6
6 - 7	7	2
7 - 8	7	1
8 - 9	6	1
9 - 10	3	0*
10 - 11p	1	0*
TOTAL	100%	100%

*Less than 1%.

NOTE: Includes both auto and service vehicle traffic.



DIRECTIONS OF APPROACH

STONESTOWN SHOPPING CENTER

Table 3
CLASSIFICATION OF STREETS

CLASSIFICATION OF ELEMENTS

FREEWAYS: limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.



MAJOR THOROUGHFARES: cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.



SECONDARY THOROUGHFARES: primarily intradistrict routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major thoroughfare system.

RECREATIONAL STREET: a special category of street whose major function is to provide for slow pleasure drives, cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) Pedestrians, hiking trails or wilderness routes, as appropriate; 2) Cyclists; 3) Equestrians; 4) Automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.



COLLECTOR STREETS: relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary thoroughfares. To be identified in area plans.

LOCAL STREETS: all other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

RELATIONSHIP BETWEEN FUNCTION AND PHYSICAL DESIGN: no rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major thoroughfares. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

SOURCE: Transportation Element, Comprehensive Plan of the City and County of San Francisco.

accommodating approximately 46,700 vehicles per day adjacent to Stonestown Shopping Center.

A comparison of both weekday and weekend traffic counts on file with the City of San Francisco indicated that the most heavily traveled period for Nineteenth Avenue traffic was 4:30 p.m. - 5:30 p.m. on weekday afternoon. This weekday afternoon period had a higher travel demand than any time period on Saturday or Sunday. This was also the case with other streets in the area and therefore the 4:30 p.m. - 5:30 p.m. period will be used in the impact analyses presented later in this report.

Table 4, p 123, shows the hourly fluctuation of northbound and southbound traffic along Nineteenth Avenue. Figure 2, p 124, shows that the 4:30 - 5:30 p.m. period on a weekday afternoon accommodates 2260 vehicles southbound and 1620 vehicles northbound along Nineteenth Avenue adjacent to the site. The travel demand shown in Figure 2 also illustrates that southbound left-turns are prohibited at Winston Drive/Nineteenth Avenue. The northbound left-turns toward the shopping center are accommodated in dual left-turn lanes which were provided by the City in late 1974. Prior to this improvement, only a single left-turn lane was available for traffic entering the shopping center. It is possible that the provision of the dual left turn lanes may have shifted travel patterns in the area.

Figure 2, p 124, also shows the Level of Service ranking for the three signalized intersections in the vicinity of Stonestown. Level of Service is a term used to describe the operating conditions of a signalized intersection. The Levels vary from A to F with Level A representing uncongested conditions and Level F representing stop-and-go conditions. (See Table 8, p 142, for a more detailed description of Levels of Service.) The Level of Service calculation is based upon green signal time, number of lanes, percent turning traffic and a number of other factors. No such Level of Service calculation can be done for intersections controlled by stop signs and therefore these intersections must be judged subjectively as to their operation. At Stonestown, the stop sign intersections appear to operate as follows:

- | | |
|-----------------|-------------------------------------|
| most congested | 1. Buckingham Way & 20th Avenue (N) |
| | 2. Winston Drive & 20th Avenue |
| | 3. Eucalyptus Drive & 20th Avenue |
| | 4. Winston Drive & Buckingham Way |
| | 5. Buckingham Way & 19th Avenue |
| least congested | 6. Buckingham Way & 20th Avenue (S) |

The Traffic Engineering Division of the City of San Francisco does not have any specific plans for major roadway improvements in the vicinity of Stonestown Shopping Center. The transportation element of the San Francisco Master Plan however does contain a statement concerning Nineteenth Avenue:

"This heavily trafficked street (Nineteenth Avenue) should ultimately be rebuilt as a parkway with the same capacity and similar design as Park-Presidio Boulevard. Simultaneous measures should be taken to eliminate through traffic on

Table 4
NINETEENTH AVENUE TRAFFIC PATTERNS -- WEEKDAYS

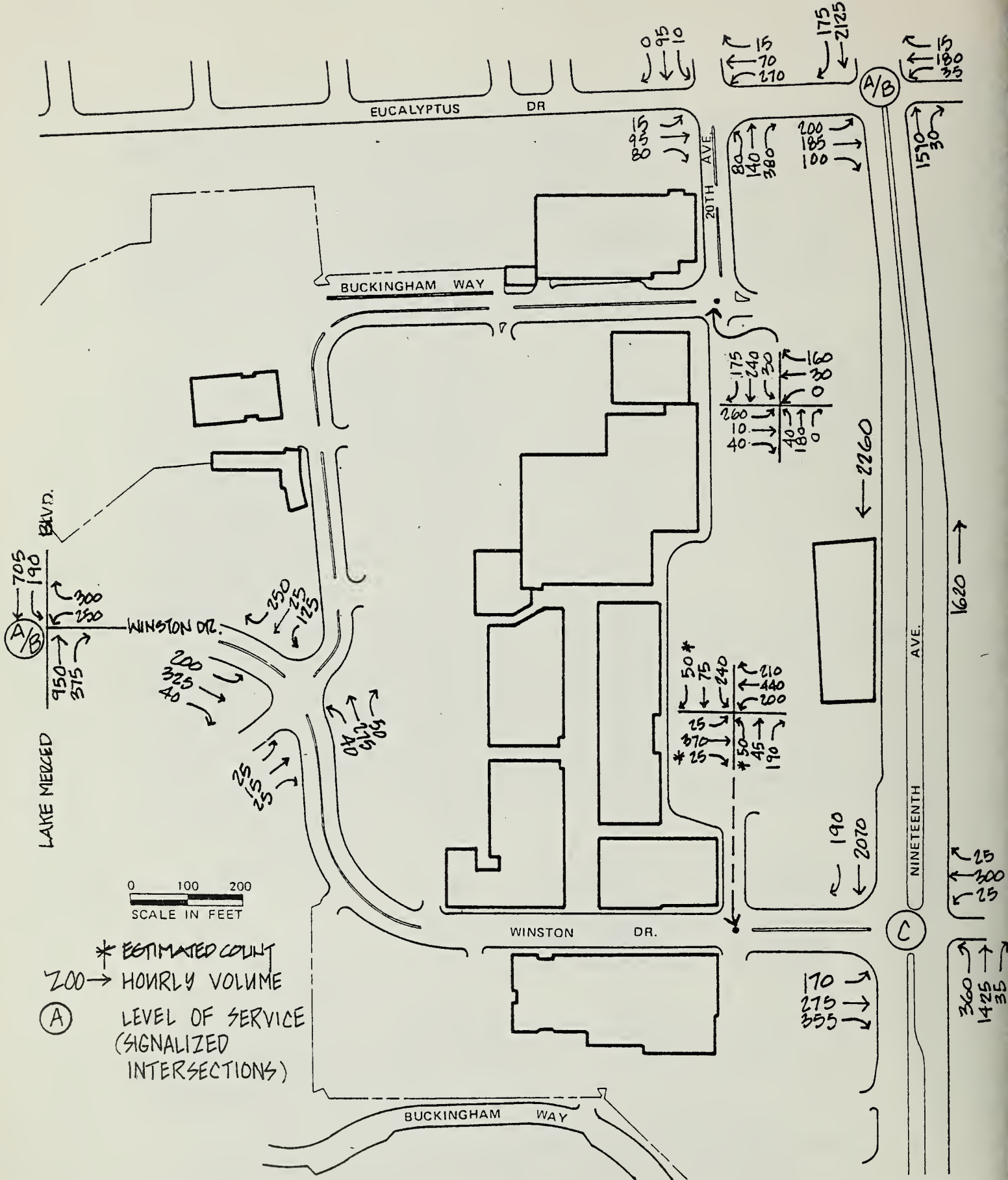
% of Average Daily Traffic		
Hour	Northbound	Southbound
7a - 8a	6.5%	5.5%
8 - 9	6.6	6.1
9 - 10	5.6	5.4
10 - 11	5.5	5.8
11 - 12 noon	6.2	6.0
12n - 1p	6.3	6.5
1 - 2	6.4	6.6
2 - 3	7.3	6.9
3 - 4	7.5	7.2
4 - 5	7.4	8.5
5 - 6	7.6	8.1
6 - 7	5.6	6.9
7 - 8	4.4	5.2
8 - 9	3.5	3.4
9 - 10	4.3	3.2
10 - 11	2.8	2.5
11 - 12m	1.6	1.7
12m - 1a	0.9	0.9
1 - 2	0.5	0.5
2 - 3	0.3	0.4
3 - 4	0.2	0.1
4 - 5	0.3	0.2
5 - 6	0.4	0.4
6 - 7a	2.1	2.0
	100.0%	100.0%

1976 Average Daily
Traffic

NB = 20,100 vpd.
Sb = 26,580 vpd.

Total ADT = 46,680 vpd.*

- *1. Based on expansion of January 1973 count by City of San Francisco.
- 2. Count factored by 1% per year.
- 3. Count taken at 19th Avenue South of Sloat Boulevard.



1976 TRAFFIC DEMAND - 4:30 - 5:30 PM - WEEKDAYS

STONESTOWN SHOPPING CENTER

parallel streets."⁽⁹⁾

As mentioned above, no specific time table nor improvement plans have yet been established for the implementation of a Nineteenth Avenue Parkway.⁽¹⁰⁾

Winston Drive is a east-west street bisecting the shopping center. This street not only brings traffic to the shopping center but it also serves as a portion of the shopping center's circulation network. Winston Drive is a public street. It is not designated as a secondary thoroughfare in the Transportation Element of the San Francisco Master Plan. East of Nineteenth Avenue, Winston Drive is a four-lane street. In the portion of Winston Drive between Nineteenth and Twentieth Avenues the roadway widens to provide 38 feet in each direction. Three lanes in each direction are provided.

West of Twentieth Avenue, Winston Drive accommodates two lanes of traffic in each direction and parking is along the north curb immediately west of Twentieth Avenue and then along both the north and south curbs west of the main mall cross walk across Winston Drive. West of Buckingham Way, Winston Drive is a 60-foot street.

Winston Drive has a 1976 average daily traffic demand of 12,300 vehicles per day immediately west of Nineteenth Avenue. The intersection of Nineteenth Avenue-Winston Drive and the intersection of Winston Drive-Lake Merced Boulevard are both signalized. Winston Drive-Buckingham Way intersection is controlled by a four-way stop.

Twentieth Avenue is a north-south street located immediately adjacent to the stores on the east side of the center. Between Eucalyptus Drive and Buckingham Way, four lanes (48 feet plus a four-foot wide median) are provided. Two lanes are provided south of Buckingham Way along the entire length of the shopping area. Twentieth Avenue through the shopping center is a private street owned and controlled by the shopping center developer.

Buckingham Way is a 52-foot wide street (24 feet in each direction plus a four-foot wide median) that loops around the north, west and south sides of the Stonestown Shopping Center. In most areas parking is allowed so two lanes of traffic in each direction are not possible. In areas near important intersections, curb parking is prohibited so that two approach lanes can be provided. The land-use along the southwest and southern portions of Buckingham Way is medium- to high-density residential. Detailed counts were not available from the City of San Francisco for Buckingham Way but it is estimated that the average daily traffic demand for the

⁹The Comprehensive Plan, Transportation Element, City and County of San Francisco, Department of City Planning, Adopted April 27, 1972, page 22.

¹⁰City of San Francisco meeting, op cit., March 1, 1976.

southern portion of Buckingham Way is less than 5,000 vehicles per day. Buckingham Way is also a private street owned and controlled by the developer of Stonestown Shopping Center.

Lake Merced Boulevard is designated as a major thoroughfare by the Transportation Element of the San Francisco Master Plan. The portion of Lake Merced Boulevard in the vicinity of Winston Drive is a four-lane street accommodating approximately 25,500 vehicles per day. This is an important route for the shopping center because it gathers the residential traffic north of the center along Sunset Boulevard and south of the center in the high density Park Merced area.

Eucalyptus Drive is an important route for the Stonestown Shopping Center because of the location of a traffic signal at Nineteenth Avenue. The portion of Eucalyptus Drive between Nineteenth and Twentieth Avenues carries approximately 20% of the Stonestown traffic on a 60-foot wide cross section. Three eastbound approach lanes are provided at Nineteenth Avenue to accommodate traffic leaving the center. Only one westbound lane is provided between Nineteenth and Twentieth Avenues because parking is located on the north side of the street.

West of Twentieth Avenue, Eucalyptus Drive is a 40-foot wide street with parking allowed on both sides. This section of Eucalyptus Drive appears to be carrying traffic from the immediate neighborhood to Stonestown Shopping Center.

Parking Supply

At the present time there are approximately 2,400 prime, off-street parking spaces provided for customers of Stonestown Shopping Center.⁽¹¹⁾ An additional 640 parking spaces are provided for employees, customers and long-term parkers west of Buckingham Way in the northwest section of the site. There are also approximately 160 curb parking spaces along Winston Drive and Buckingham Way that could be used by either employees or shopping center customers. These three areas total 3,240 parking spaces available for employees and customers of the center.

The typical suburban shopping center will attempt to provide 5.0 - 5.5⁽¹²⁾ spaces per thousand square feet of GLA. Although the present parking supply at Stonestown Shopping Center is slightly less than this range, the high number of walk-in patrons and transit riders make the

¹¹Prime customer spaces are those that are both within close proximity (200-250 feet) of the stores and within a protected off-street parking lot. Other customer spaces (non-prime) are those outside of this distance and those curb spaces located along a street. Employee parking spaces are generally located more than 250 feet from stores.

¹²"Parking Requirements for Shopping Centers" Technical Bulletin No. 53, Washington, D.C., Urban Land Institute, 1965.

existing parking supply more than adequate for peak conditions. The 1962 resolution regarding the development of the center called for two square feet of area to be dedicated to parking and circulation for every one square foot of building area. The present parking supply meets this criterion.

The various parking areas of the Stonestown Shopping Center are now monitored with changable message signs so that when one parking area is filled, patrons can be informed of the capacity conditions and directed to a parking lot where spaces are available.

An October, 1961 parking study conducted for the Stonestown Shopping Center by Wilbur Smith and Associates showed a maximum parking demand of 70% of available supply. This maximum parking demand occurred on a Saturday afternoon. Because October does not typically represent either a Design Day or a Peak Day condition, a 70% occupancy factor indicates a high usage of the facility during off-peak conditions.

A parking occupancy of 80-85% indicates "full utilization" of parking spaces⁽¹³⁾. Because of constant turnover and an occasional car parking in two spaces, seldom can 95 or 100% of a lot be utilized. Therefore when a lot is 80-85% filled, it is considered to be "fully utilized".

Barton-Aschman Associates has been conducting research on peak parking conditions at regional shopping centers across the country for the past three Christmas peaks. Stonestown Shopping Center was one of the centers studied. The surveys were taken on the Friday and Saturday after Thanksgiving, Saturdays before Christmas, and the day following New Years. These days represent the highest traffic and parking demands of the year. The results of these studies for the past three years are as follows:

<u>Date</u>	<u>Total Parking Demand</u>
11-23-73	1,938
11-24-73	2,200
12-15-73	2,002
1-2-74	2,007
11-30-74	1,195
12-23-74	1,887
11-28-75	2,005

Of the seven "Peak Days" listed above, five exceed 80% of the 2400 prime customer spaces available (i.e., those spaces within the lots bounded by Buckingham Way on the north, west and south and by Nineteenth Avenue on the east). On only two Peak Days were the prime customer spaces not "fully utilized." Empty spaces are available in the employee lot in the northwest corner of the site so total parking demand versus supply is not now a problem at Stonestown even on Peak Days.

¹³Traffic Engineering -- Theory and Practice, Louis J. Pignataro, Prentice-Hall, 1973, page 268.

The empty spaces in the employee lot however would be over 1200 feet from the proposed Bullock's Store and because this exceeds acceptable customer walking distances⁽¹⁴⁾, these empty spaces would not service the new store.

Transit Service

Figure 3 shows the routes for the transit lines that now serve Stonestown Shopping Center. Lines 18 and 28 use Twentieth Avenue and have stops immediately adjacent to the stores. Lines 72 and 70 (when it begins in early 1977) traverse Winston Drive. Lines 17 and 91 in addition to the M Street Car Line all use Nineteenth Avenue past the center.

The Transportation Element of the Comprehensive Plan designates Nineteenth Avenue adjacent to the center as a transit preferential street. No other streets near the center are so designated. A transit preferential street is defined in the Transportation Element as "an important street for transit operations where interference with transit vehicles should be minimized."

Table 5 summarizes the headway information for the routes serving the shopping center; bus times vary from every 5 minutes to every 30 minutes. A count conducted in 1961 indicated that 8% of the people entering Stonestown Shopping Center arrived by bus or street car. Subsequent counts made in February, 1973 found essentially the same transit travel patterns. Although 8% of travel by transit may seem like a fairly small number when compared to a downtown employment center, the combination of 8% arrivals by transit and 11% arrivals on foot make Stonestown Shopping Center the most non-automobile oriented center in California. In fact, research by Barton-Aschman Associates indicates that Stonestown Shopping Center, with 19% arrivals by modes other than the automobile, may be the most non-auto oriented outlying center in the entire nation outside of the State of New York⁽¹⁶⁾

PEDESTRIANS

The 1973 counts conducted by Barton-Aschman Associates did not include a new pedestrian count; however visual observations were made to check the validity of the 1961 counts. The visual checks indicated that the major

¹⁴Zoning, Parking and Traffic, Eno Foundation, 1972, page 27.

¹⁵Data obtained from MUNI schedules and from document entitled San Francisco Municipal Railway, Recapitulation and Analysis of Schedules, Effective October 28, 1975. Data provided by Walter Lewis on March 1, 1976. Updated by telephone interview with James Finn's office on September 8, 1976.

¹⁶In-house research conducted by BAA offices, presented at International Council of Shopping Centers Annual Meeting, June 1976.

Table 5
TRANSIT SERVICE TO STONESTOWN

Route Number	Headways (minutes)			
	AM Peak	Midday	PM Peak	Night
17	30	30	30	30
18	16	16	14	20
28	5	12	8	20
70*				(beings early, 1977)
72	8	15	7	15
M	8.5	7.5	6	(street car line)
91	15	20	15	20 (BART shuttle)

*Line 70 will be operational in early 1977. Headways are estimated to be 20 or 30 minutes.

directions of pedestrian approach seemed to remain constant.

The 1961 travel surveys showed that 11% of persons entering Stonestown Shopping Center area entered on foot. The major directions of approach for pedestrians were from the north, south, and east. From the north, most pedestrians entered the shopping center complex along Twentieth Avenue. It is believed that most of these are either students who attend school along Eucalyptus Drive or residents of the neighborhoods north of Stonestown.

Pedestrians to and from the east concentrate at Winston Drive because of the availability of a traffic signal to help them cross Nineteenth Avenue and because of the concentration of transit stops at this point.

Pedestrian approaches to and from the south primarily relate to both San Francisco State University (located to the south) and existing high and medium density residential uses along the south side of the center. Much of the pedestrian travel to and from the south is oriented toward the Stonestown Market located in the southwest quadrant of the Twentieth Avenue-Winston Drive intersection.

In order to evaluate the existing and potential pedestrian impacts on traffic flow, detailed pedestrian counts were taken at Stonestown on Wednesday, March 17, 1976. Counts at the pedestrian mall crosswalk (west of Twentieth Avenue) showed the following pedestrian flows:

<u>Time</u>	<u>Direction</u>	<u>Number of Pedestrians</u>
2:30 - 3:30 p.m.	NB	280
	SB	370
	Total	650 peds/hr.
4:30 - 5:30 p.m.	NB	125
	SB	185
	Total	310 peds/hr.

Also surveyed was the Emporium Department Store entrance onto the mall. This location was surveyed so that potential pedestrian generation by the new department store south of Winston Drive could be estimated. During the mid-afternoon shopping peak (2:30-3:30 p.m.) 410 pedestrians entered and 560 persons left the store via the Emporium mall entrance. The Emporium has a gross leasable area of 280,000 square feet as opposed to the projected 172,000 square feet for the Bullocks. However, because Emporium has three strong entrances and Bullocks would have only two, the pedestrian generation along the mall would likely be similar.

Bicycles

The transportation element of the San Francisco Master Plan defines a bike route system for San Francisco. None of the streets in or adjacent to the center are designated as bicycle routes. The closest bicycle route is found along Lake Merced Boulevard 0.5 miles west of the shopping center. Font Boulevard located 0.5 miles south of the center is also designated as a bicycle route. The only other routes even close to the center that are designated as "streets to be improved as bicycle routes" are Junipero Serra Boulevard and Holloway Avenue.

The primary bicycle approach route to/from the center would probably be along Winston Drive from the west connecting to the Lake Merced Boulevard bike routes. Observations at the center did not indicate a large bicycle travel pattern to/from the center. An increase in bicycle parking might encourage more bicycle travel to/from the center.

Service Vehicles

Research by California Department of Transportation⁽¹⁷⁾ indicates that a regional shopping center will generate 0.3 truck trips per 1,000 square feet of gross leasable area. This generation rate suggests that Stonestown Shopping Center now generates approximately 210 truck trips per day.

In terms of the types of vehicles serving a regional shopping center, approximately one-half of the service vehicles will be large vans, panel trucks, pick-up trucks or station wagons. Approximately 49% will be single unit trucks and only 1% will be semi-trucks with trailers. A breakdown of the truck types and an hourly distribution of typical trucking activity in a regional shopping center are shown in Table 6. The travel patterns and truck types shown in Table 6 are based on Barton-Aschman Associates' research of similar-sized urban centers in Illinois, Texas, and Toronto, Ontario, Canada.⁽¹⁸⁾

Stonestown truck loading activity is now accommodated in a truck tunnel underneath the shopping center. Trucks may enter the tunnel from Buckingham Way on the west side of the center or from Buckingham Way on the south side of the center. The portion of tunnel underneath Winston Drive is a one-way southbound section so that trucks that wanted to serve the Emporium, for example, could not enter at the south entrance and proceed to the north side of the center. Therefore, the portion of

¹⁷Tenth Progress Report on Trip End Generation Research Counts, op cit.

¹⁸In-house research summarized and published in Pasadena Retail Center Traffic Impact Report, Barton-Aschman Associates, July, 1976.

Table 6
SERVICE VEHICLE MOVEMENTS AT STONESTOWN (Predicted Based Upon Bay Area Averages)

Truck Movements by Type

<u>Truck Type</u>	<u>Daily Truck Trips</u>
Semi Truck with Trailer	6
Single Unit Truck	100
Panel, Pickup, Station Wagon	<u>104</u>
TOTAL	210 truck trips per day

Truck Movements by Hour

<u>Hour</u>	<u>Inbound</u>	<u>% of Daily Trips</u>	<u>Outbound</u>
7a - 8a	4%		0%
8 - 9	9		9
9 - 10	11		10
10 - 11	11		11
11 - 12n	10		9
12n - 1p	9		9
1 - 2	12		10
2 - 3	10		10
3 - 4	6		9
4 - 5	8		8
5 - 6	6		8
6 - 7	2		4
7 - 8	<u>2</u>		<u>3</u>
TOTAL	100%		100%

the truck tunnel south of Winston Drive basically serves only those stores south of Winston. It is estimated that 70% of the truck movements would occur at the entrance along the west side of the center and only 30% of the truck movements would occur at the southern truck tunnel entrance/exit.

There are two other truck loading areas in the Stonestown facility. The J. Magnin Store at the north end of the center has a separate truck loading area which is served from the internal parking lot. An on-street truck loading area (a yellow curb zone) is located in front of the Bank of America along Winston Drive. Truck loading/unloading activity at this zone is used primarily by the Bank.

Recent or Planned Improvements

The City of San Francisco in late 1974 instituted dual left-turn lanes for northbound traffic on 19th Avenue to enter the Stonestown Shopping Center. This improvement has increased the capacity of the intersection and reduced delays for traffic entering the shopping center. Another recent change was the implementation of a four-way stop at Buckingham Way and Winston Drive.

The Traffic Engineering Division does not anticipate any roadway changes in the vicinity of Stonestown Shopping Center and the transit change that has been discussed above involves the implementation of one new transit line (line 70).

2.

PROPOSED ACTIONS

The expansion of Stonestown Shopping Center proposes to add a Bullock's Department Store and an expansion of existing mall shops totalling approximately 180,000 square feet of gross leasable area. The new store would be located south of Winston Drive in the location of the existing vacant Liberty House building. The new building would represent an expansion of the existing building and could be different from the existing configuration in that a pedestrian overpass over Winston Drive is proposed with escalators connecting the overpass to the Stonestown Mall itself.

In addition to the new store, a parking garage would be added to the development. The garage would be located between Buckingham Way and Winston Drive immediately west of the new department store. As presently designed, the garage would contain 670 parking spaces (if all spaces were designed for full-sized cars). The new garage and the new store would replace an existing building and an existing parking lot. The parking lot now accommodates 340 spaces so the net increase in parking is 330 spaces.

The garage is proposed as a sloping floor garage with four parking modules running in an east-west direction. The garage would have six levels -- the first five levels would each have four modules of parking and the sixth (top) level would have two parking bays in the center of the structure. The garage levels would be connected to the department store at all three retail levels of the store.

The access plan for the parking garage calls for one entrance/exit on Buckingham Way at the lowest garage level. Two access points would be provided from Winston Drive; one at the east end of the garage and one at the west end of the garage. Because of the difference in elevation on Winston Drive itself, these two entrances can be provided at different floor levels of the garage to give better distribution within the parking facility.

The proposed changes in the shopping center also call for the enclosure of the mall between the Emporium Store and the proposed Bullock's Store. This enclosed mall would then run the entire length of the center in a north-south direction from Emporium to Winston Drive. The intent of

the proposed design is to carry the feeling of the enclosed mall over Winston Drive itself by merchandising a second-level pedestrian overpass. This merchandised overpass would connect directly into the second level of Bullock's and it would be connected to the new enclosed mall by escalators.

3.

ENVIRONMENTAL IMPACTS

The addition of retail facilities would increase local traffic and transportation activity.

The increase in trip generation would be almost exclusively the result of the addition of new retail space rather than the enclosing of the open-air mall. Research by the California Department of Transportation in the Bay Area does not suggest any substantial trip generation differences between enclosed and open-air malls of similar size. Barton-Aschman Associates trip generation research agrees with this conclusion and therefore the enclosing of the mall should not be a factor that directly increases the number of trips to/from the center.

Automobile Generation

Barton-Aschman research studies of previous shopping center expansions indicates that expansion floor area would generate traffic at only 45 to 60% of the existing shopping center generation rate. For example, if the center is now producing or attracting 1.0 trips/thousand square feet of floor area, an expansion would add 0.6 trips per thousand square feet of expansion. Likewise, the parking demand per floor area should also be calculated on the reduced figure.⁽¹⁹⁾

These reductions are used because a new store added to an existing center would not generate totally new customers, but rather would serve some customers already shopping at stores within the center.

Assuming that the new department store would generate traffic at the rate of 60% of the existing generation rate, a 180,000 square foot store would generate an additional 3,950 trips per day to/from Stonestown Shopping Center on a Design Day. On a Peak Day the expansion would generate 4850 trips. Of the Design Day total, 370 new trips will be generated

¹⁹ Before and after expansion traffic counts of Old Orchard Shopping Center in Skokie, Illinois (1960) and Southdale Shopping Center in Minneapolis, Minnesota (1965) and Fairlane Shopping Center in Dearborn, Michigan (1976).

in the 4:30 - 5:30 p.m. period (170 trips inbound and 200 trips outbound). These additional trips in the peak period have been assigned to the peak hour traffic demands shown in Figure 2, p 124, and capacity calculations have been conducted to identify and quantify the impacts of this additional traffic.

The addition of a new department store and mall shops could change the directions of approach to the center because the new store could draw from a larger or slightly different trade area. However, since the 3,950 new trips represent 15% of the 25,200 existing daily trips, the existing direction of approach (Figure 1, p 120) is not likely to change significantly.

The new store could shift the travel within the center by increasing activity in the immediate vicinity of the new store. For the purposes of the new traffic assignment, it was assumed that a greater proportion of southbound trips on Nineteenth Avenue would continue southerly to enter the center along Winston Drive rather than using the Eucalyptus Drive entrance as they presently do.

Capacity Calculations

The increase in traffic associated with the new department store would impact the three signalized locations closest to the shopping center. Capacity calculations for existing conditions (before expansion), expanded shopping center conditions and future conditions were conducted for these three locations. Table 7 shows the results of the capacity calculations for existing and expansion conditions. The important comparison to be made in Table 7 is the Level of Service before and after expansion. (See Table 8, p 142, for description of Level of Service ratings.)

In the case of Nineteenth Avenue-Eucalyptus Drive and Lake Merced Boulevard-Winston Drive intersections, the Level of Service of the intersection does not change before and after the shopping center expansion. The Level of Service at Winston Drive -- Nineteenth Avenue did deteriorate slightly from Level of Service C to an operation that would operate between Levels of Service C and D after expansion.

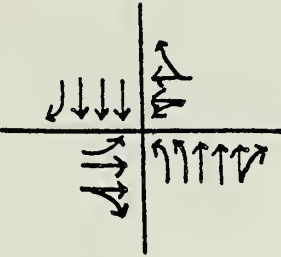
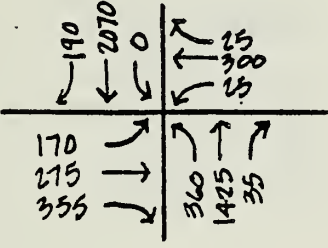
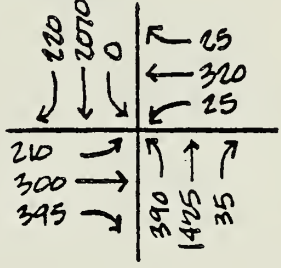


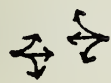
In order to evaluate the longer-range impact of the expansion, traffic growth in the vicinity of Stonestown Shopping Center was projected to 1985 and the capacity calculations were performed on 1985 conditions. Table 9 shows a summary of these calculations and allows a comparison of future conditions to existing and expansion conditions. If traffic in the vicinity of Stonestown continues to grow at its historical rate of 1-1.5% per year, the Levels of Service of all three intersections will deteriorate slightly. In no case however does the Level of Service ever become worse than Level of Service D.

Service Vehicles

Data has been collected at Bullock's three stores in the Bay Area

Table 7

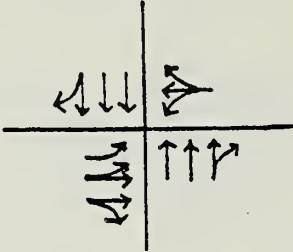
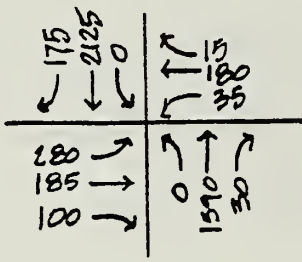
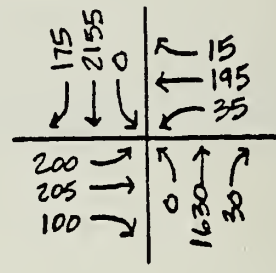
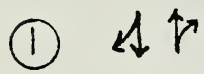

BEFORE AND AFTER CAPACITY CALCULATIONS--DESIGN DAY CONDITIONS

Intersection	Winston Drive-Nineteenth Avenue	
Condition	Existing	After Expansion
Cross Section		
4:30-5:30 p.m. Traffic		
Signal Phasing	Green Time Required* (%)	
① 	18	20
② 	52	52
③ 	23	25
AMBER	08	08
Total G/C **	101%	105%
Level of Service	C	C/D

*Calculated at Level of Service C.

$$\frac{**G}{C} = \frac{\text{Green Time Required}}{\text{Cycle Length}}$$

Table 7
BEFORE AND AFTER CAPACITY CALCULATIONS--DESIGN DAY CONDITIONS

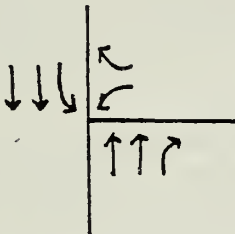
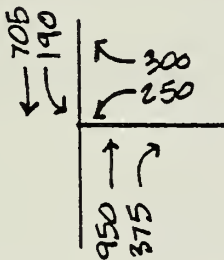
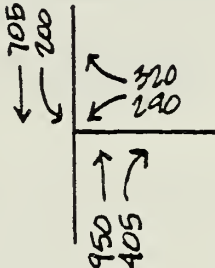
Intersection	Eucalyptus Drive-Nineteenth Avenue	
Condition	Existing	After Expansion
Cross Section		
4:30-5:30 p.m. Traffic		
Signal Phasing	Green Time Required* (%)	
① 	58	59
② 	20	22
AMBER	08	08
Total G/C**	86%	89%
Level of Service	A/B	A/B

*Calculated at Level of Service C.

$$**\frac{G}{C} = \frac{\text{Green Time Required}}{\text{Cycle Length}}$$

Table 7

BEFORE AND AFTER CAPACITY CALCULATIONS--DESIGN DAY CONDITIONS

Intersection	Winston Drive-Lake Merced Boulevard	
Condition	Existing	After Expansion
Cross Section		Same
4:30-5:30 p.m. Traffic		
Signal Phasing	Green Time Required* (%)	
① ↓↗	34	34
② ↓↘↗	17	18
③ ↖↗	23	26
AMBER	08	08
Total G/C **	82%	86%
Level of Service	A/B	A/B

*Calculated at Level of Service C.

$$**G/C = \frac{\text{Green Time Required}}{\text{Cycle Length}}$$

(Stanford, Cupertino and Walnut Creek) in reference to truck generation. The highest truck generation now occurs at the Stanford store where approximately 12 trucks per day service the store (this represents 24 truck-trips per day). Since the Stanford Store is similarly sized to the proposed Stonestown store and since both stores will be served by the same warehouses and dispatchers, the service vehicle generation rates should also be similar.

The truck generation due to the expansion would have two components -- Bullocks and the new mall shops. If the 8-10,000 square feet of mall shops generate truck trips at the rate of 0.3 trips/1000 square feet of GLA, then approximately 3-4 truck trips per day will be added due to the new mall shops.

The total of new truck generation would be as follows:

<u>Type of Truck</u>	<u>Trips/Day</u>
Semi	2
Single Unit	12
Panel, Pickup	16
	<hr/>
	30

Although these trips could be spread out over the entire day as is suggested in Table 6, p 133, Bullock's practice in its other stores is to accommodate its larger trucks before 10:00 a.m.

The loading dock for the new Bullock's is proposed to be an off-street facility located off Buckingham Way in the southwest corner of the store. The loading dock would share access with the parking garage entrance/exit thus reducing the number of curb cuts along Buckingham Way. All Bullocks loading/unloading would be accomplished in this off-street facility.

The service to the new mall shops would be accomplished from the existing truck tunnel. Sufficient capacity is available in the tunnel to accommodate this increase in activity.

Pedestrians

The expansion of the shopping center might result in a increase in the number of pedestrian trips to/from the center because nearby residents might take the opportunity to visit the center more often with the increase in merchandise available. The directional flows of pedestrian traffic are likely to remain the same; i.e., predominant flows to/from the north and south. The increase in traffic that would result from the expansion would not likely be enough to discourage or prohibit pedestrian approach to the center.

A pedestrian/vehicular conflict point in the shopping center would continue to be the pedestrian mall crossing along Winston Drive west of

Table 8
INTERSECTION LEVEL OF SERVICE DEFINITIONS

<u>Level of Service</u>	<u>Interpretation</u>
A,B	Uncongested operations; all queues clear in a single signal cycle.
C	Light congestion; occasional back-ups on critical approaches.
D	Significant congestion on critical approaches, but intersection functional. Cars required to wait through more than one cycle during short peaks. No long standing queues formed.
E	Severe congestion with some long standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es).
F	Total breakdown, stop-and-go operation.

Table 9
CAPACITY SUMMARY

Intersection	Intersection Level of Service Operation		
	Existing (1976)	Expansion (1976)	Future (1985)*
Nineteenth Avenue- Eucalyptus Drive	A/B	A/B	B/C
Nineteenth Avenue- Winston Drive	C	C/D	D
Lake Merced Boulevard- Winston Drive	A/B	A/B	B

*Future capacity calculations assume that the shopping center expansion has been implemented.

NOTE: The only other addition to Stonestown in the planning stages is a 5-9,000 square foot restaurant. This type of facility would generate 150-275 new trips per day to/from the center. This level of traffic would not change the Levels of Service above.

Twentieth Avenue. Counts taken on March 17, 1976 showed that the crossing demand at this point was 650 pedestrians per hour during the mid-afternoon peak shopping periods and approximately 310 pedestrians per hour during the 4:30 - 5:30 p.m. traffic peak hour.

If the new department store south of Winston generated as much pedestrian traffic as the Emporium Mall Entrance, another 970 pedestrians per hour would be added to this crosswalk. Thus a total crossing demand of 1620 pedestrians per hour during the mid-day and 1280 pedestrians per hour during the evening peak traffic hour could occur after the expansion of the shopping center.

A pedestrian crossing demand of 1300-1600 pedestrians per hour would impact traffic flow through the shopping center. A pedestrian/vehicular safety problem could occur if the pedestrian crossing continued to operate without any controls.

There appear to be four alternatives for reducing the potential congestion and safety problems at this location:

1. Merchandised pedestrian overpass -- This alternative would extend the store over Winston Drive and connect the store to the existing mall by way of up and down escalators. The present proposal calls for the department store to merchandise this pedestrian overpass so that the pedestrian/customer will feel like he/she is actually in the store as soon as they have reached the top of the escalator. It is the department store and the developer's contention that the merchandising of this overpass should significantly enhance the attractiveness of that route for pedestrians. As presently proposed, the merchandised overpass would be 93 feet wide.
2. Pedestrian overpass -- This alternative would connect the existing mall to the second level of the proposed department store by way of a pedestrian overpass over Winston Drive. The overpass under this alternate would not be merchandised. A non-merchandised pedestrian overpass would be approximately 20 feet in width.
3. Pedestrian traffic signal -- This alternate would add a pedestrian traffic signal to the crosswalk in order to alternately assign right-of-way to pedestrians and then to vehicles along Winston Drive.
4. Uncontrolled pedestrian crosswalk -- This alternate would be a continuation of the existing uncontrolled pedestrian crosswalk between the existing mall and the new department store. If the merchandised overpass could attract most or all of the trips between the new department store and the existing mall, the pedestrian volumes crossing at street level could continue to cross safely at an uncontrolled crosswalk. The resulting conditions would not be any worse than they are today.

The project sponsor does not feel that a pedestrian overpass that was not merchandised could attract as many pedestrian trips as a merchandised overpass. Therefore it could be necessary to install some type of traffic control at grade level even if a non-merchandised pedestrian overpass were implemented.

The combination of pedestrian volumes projected and the automobile volumes expected indicate that the at-grade pedestrian crossing could be made to operate satisfactorily with a pedestrian traffic signal. Winston Drive is 60 feet wide in the vicinity of the mall and therefore 15 seconds is the minimum crossing time for pedestrians to cross the street. If signal timing were implemented to give pedestrians a 5-10 second "Walk" indication plus 15 seconds of flashing "Don't Walk" indications, all 1620 expected pedestrians per hour could be adequately accommodated.

One of the factors that is considered in the design of a pedestrian crosswalk is that if the total cycle length is too long, pedestrians would begin to disregard the "Don't Walk" signal and cross against the light. If a cycle length of 60 seconds is utilized, with approximately 40 seconds for vehicular traffic and 20 seconds for pedestrian traffic, capacity calculations indicate that both vehicular and pedestrian demands can be adequately accommodated.

If 60% of the cycle length would be available for automobile traffic and 30% for pedestrian crossings (10% of the cycle would be used by amber clearance phases) then the east-west capacity of the street (at Level of Service C) would be approximately 700 vehicles per hour per lane. The maximum projected east-west demand after expansion is approximately 600 vehicles in the eastbound direction. Therefore a signal cycle which allocated 60% of the cycle length to east-west traffic could adequately accommodate the eastbound travel demand in one lane of traffic. However, the queue length that would result from all eastbound Winston Drive traffic having to line up in a single lane indicates that traffic could occasionally back up through the intersection of Twentieth Avenue and Winston Drive. Therefore, in order to make the pedestrian signal function adequately without affecting the operation of adjacent intersections, two approach lanes in each direction would be required.

As was mentioned earlier in this section, a continuation of the existing uncontrolled pedestrian crosswalk would not yield satisfactory results. The increase in traffic congestion that would occur and the increased potential for pedestrian accidents would eliminate this alternate as an acceptable solution.

Transit Impacts

It is anticipated that the expanded center would attract an increased number of transit riders to/from the center. The buses that now serve the center are not filled to capacity when they reach the center although many of the routes are heavier closer to the CBD.

Since this location is not a major loading point for the buses, transit ridership data by line is not available. It is therefore impossible to estimate precisely how many transit patrons would be added to each line, but observations during the day-long 1973 counts indicated that capacity was available on all lines serving the center.

Other Transportation Impacts

Shifts in Travel Patterns -- A new parking garage in the southern portion of the shopping center could modify the travel patterns to/from and within the center. The parking supply in the center after the expansion would become more balanced so more of the automobile trips would use the roadways in the southern portion of the center. Since most of the congestion problems now occur along Twentieth Avenue in the northern portion of the center, this shift toward the south should help alleviate problem conditions in the most congested areas of the site.

Parking -- Peak parking data indicates that 2,000 to 2,200 of the 2,400 prime customer spaces in Stonestown are now used on peak days of the year. An increase of 330 parking spaces therefore to accommodate the new department store should result in a total parking supply that is adequate to meet peak parking conditions.

In shopping centers an attempt is made to distribute parking supply according to the demand within the center. Acceptable walking distances within a shopping center parking lot are normally considered to be approximately 200-250 feet. Thus as much prime customer parking as possible should be located within this radius of the new store. The existing unused parking spaces on peak days lies in the far northwest and southwest corners of the site -- more than 250 feet away from the existing stores.

As was mentioned earlier, a parking ratio of 5.0 spaces/1,000 square feet of gross leasable area is normally considered standard. In the case of Stonestown, however, the higher transit/pedestrian modes of arrival coupled with the lower expansion traffic generation rates indicate that a 4.0 spaces/1,000 square feet GLA would be an appropriate parking ratio for the new store. Thus the new store should be served by approximately 720 spaces and as many of these as possible should be located within 250 feet of the new store. The new store would be served by the 670 car structure and approximately 125 surface spaces (within 250 feet of Bullocks) south of the market.

The parking plans prepared for the expansion are detailed enough to yield a total capacity count but no breakdown has as yet been made as to compact car allocation or handicap space locations. A total of 670 spaces could be provided if all spaces were striped as full-size spaces.

A draft of the December, 1975 report Parking in San Francisco was supplied by the San Francisco Planning Department. In the section of this report discussing parking in neighborhood shopping districts (page 2) the following two passages appear:

"Objective 2. Use new and existing parking facilities as efficiently as possible in order to conserve scarce land resources.

"Policy 1. Reserve a portion of spaces in parking lots and garages for compact automobiles."

The report states that approximately one-half of the automobile sales today are in the compact car category and therefore the Planning Department and the City Planning Commission are now considering requiring that a minimum of 40% of the total spaces be designed and designated as compact spaces.

The Traffic Engineering Division, on the other hand, would allow a maximum of 20% of the total spaces to be designed as compact spaces. (The Traffic Engineering Department defines a "standard" space as an 8.5 foot wide stall whereas a "compact" space can be 8.0 feet wide.)

Thus the new parking garage could have as many as 130 compact spaces under present limitations of the Department of Public Works (Traffic Engineering) or it may be required to provide at least 260 compact spaces as a result of changes required by the Planning Department.

A survey was completed by Barton-Aschman Associates in March, 1976 at a new shopping center in Cupertino, California. This center has a compact car ratio of 35% and thus it is comparable to the Planning Department's criteria. The survey showed that over one-half of the spaces designated as compact spaces were actually filled with full-sized cars and many of these full-sized cars took two compact spaces in order to park. The provision of 35-40% compact spaces is unrealistic without an extensive enforcement program that includes ticketing and possibly even towing. This type of program is not implementable in a privately-owned, customer-oriented parking structure.

The typical handicap parking standard is 5 spaces per 1,000 spaces of parking. Thus, this new garage should provide at least 3 handicapped spaces and these should be located near the store entrances.

Buckingham Way Travel Increase -- Buckingham Way between the new parking garage easterly to Nineteenth Avenue is likely to experience an increase in travel demand because of the entrance/exit from Buckingham Way serving about 1/3 of the 670 car garage. Because of left-turn prohibitions to/from Nineteenth Avenue, the Buckingham Way garage access point is likely to be used more as an exit than as an entrance.

Increased Curb Drop-Off Facility -- With the addition of a new department store along Winston Drive, the potential for curb activity in terms of customer pick-up and drop-off is increased. This activity could have a detrimental effect on traffic flow along Winston Drive if pick-up and drop-off activity occurred adjacent to parked cars thereby blocking a lane of moving traffic.

4.

MITIGATING MEASURES

In order to improve the flow of traffic within and through the center and improve pedestrian/vehicular safety within the center, the following mitigating measures are offered (existing and proposed conditions are illustrated in Figures 4 and 5, p151-2 for comparison purposes):

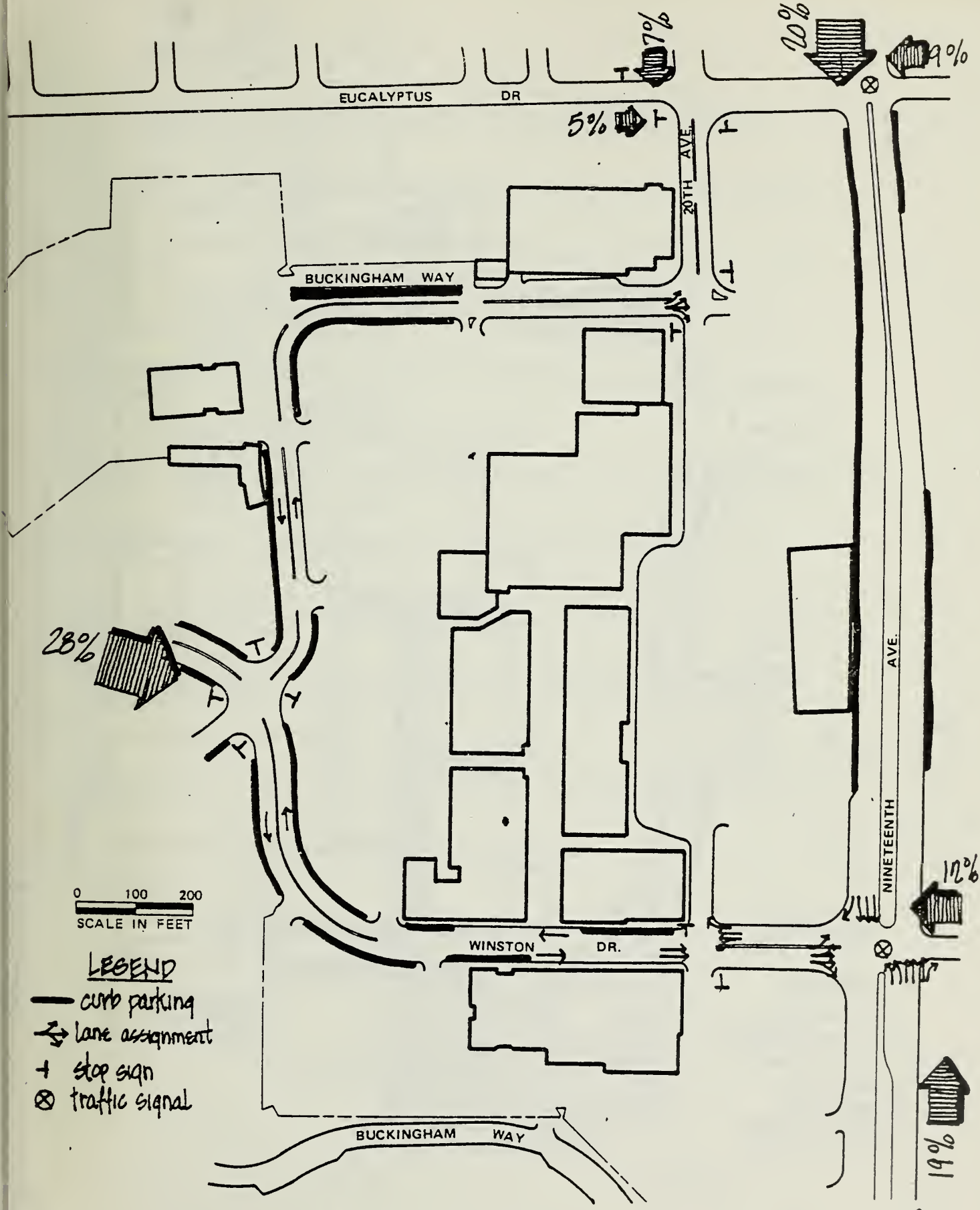
1. Eliminate curb parking from a point 100 feet west of the west garage entrance easterly to Twentieth Avenue along Winston Drive. This prohibition would result in the elimination of 21 spaces along the north curb and 20 spaces along the south curb of Winston Drive. This would mitigate potential congestion caused by pick-up and drop-off and it will also allow for four lanes of through traffic on Winston Drive.
2. Restripe Winston Drive to provide six lanes adjacent to the parking garage. Two lanes in each direction plus a left turn lane in each direction should be provided. The left-turn lane should serve traffic entering the parking garage to the south or the parking lot to the north. This would mitigate possible backups at garage entrances.
3. Restripe Winston Drive between the new parking garage and Twentieth Avenue to provide a five lane cross-section. The five lane cross-section should provide two through lanes in each direction plus a left-turn lane at the easterly garage entrance and at Twentieth Avenue. This striping plan would not only improve traffic flow but adjacent to the mall the center lane would give pedestrians a safety refuge in the middle of Winston Drive.
4. Install four-way stop signs at Twentieth Avenue and Winston Drive. At the present time this is a very confusing and congested location because cars and trucks trying to enter Winston Drive from Twentieth Avenue must try and cross very high volumes of traffic that are paying more attention to pedestrians than they are to cross traffic. This four-way stop would also protect the pedestrians trying to cross this location.

5. Implement a merchandised pedestrian overpass over Winston Drive at the mall crossing to avoid pedestrian/vehicular conflicts.

The above four recommendations all involve city streets and therefore the approval and authorization of the City of San Francisco is needed to implement these mitigating measures.

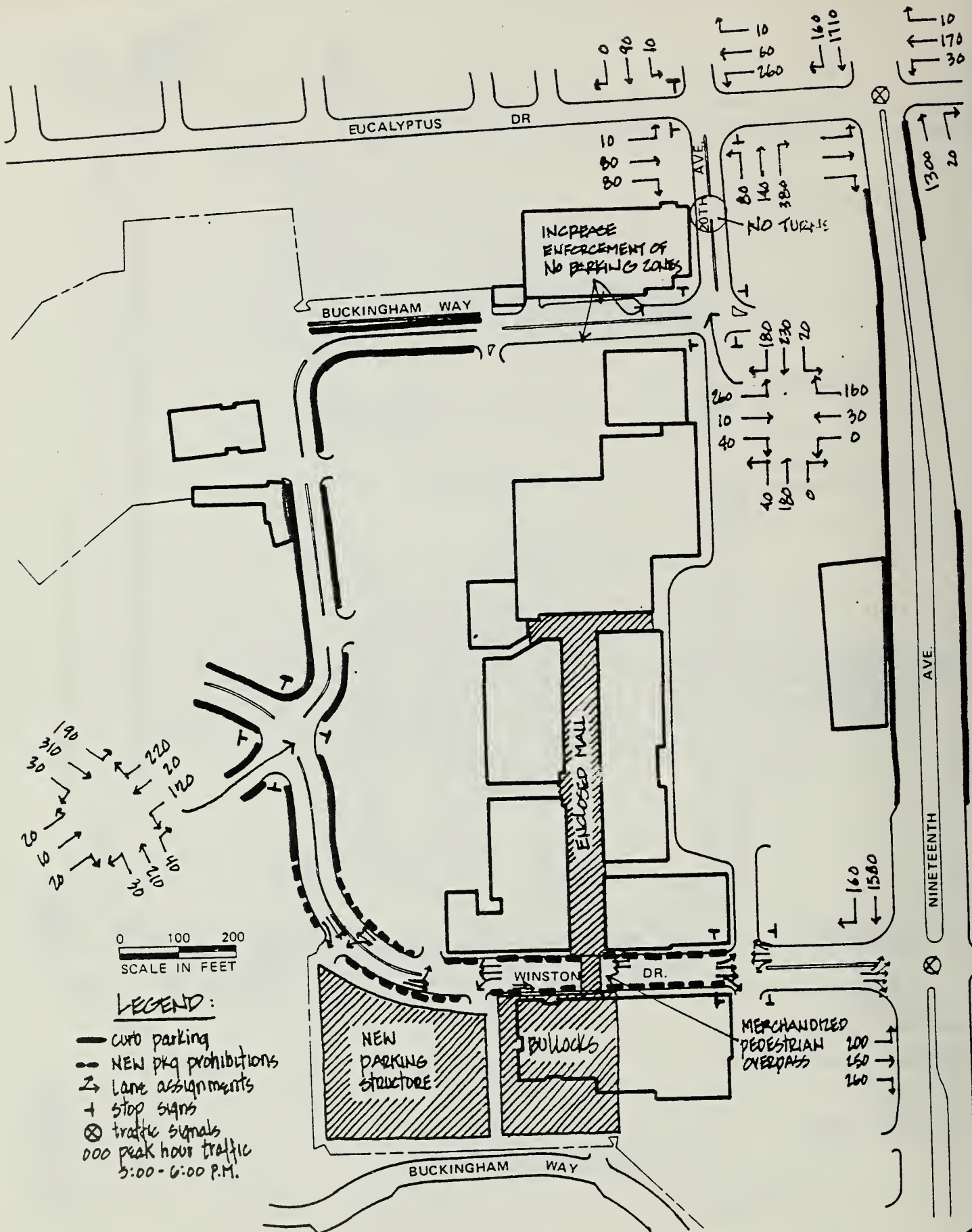
Many of the streets in Stonestown Shopping Center are private streets and therefore the following mitigating measures would be implemented by the developer without the need for city approvals:

1. Increase the enforcement of no parking zones along Buckingham Way from Twentieth Avenue west to the first major parking entrance.
2. Install four-way stop signs at Buckingham Way and Twentieth Avenue.
3. Prohibit the U-turn in the median break at Twentieth Avenue between Eucalyptus Drive and Buckingham Way.
4. If increased travel on the easterly portion of Buckingham Way becomes a problem because of the parking garage entrance, the lower floors of the parking garage can be designated for employee parking so that the turn-over of spaces that would be served by Buckingham Way would be reduced. On peak days of the year when customer spaces near the store are desirable, this mitigating measure would be ineffective because all employees would be asked to park in the northwest portion of the site.



EXISTING CONDITIONS

BARTON-ASCHMAN ASSOCIATES, INC.
STONESTOWN SHOPPING CENTER



MITIGATING MEASURES

BARTON-ASCHMAN ASSOCIATES, INC.
 STONESTOWN SHOPPING CENTER

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